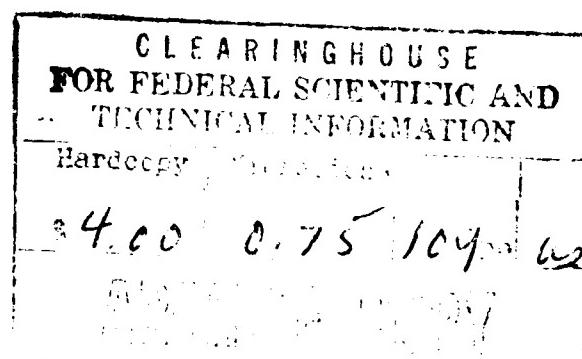




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THE SOCIAL SCIENCES IN INTERNATIONAL
AND MILITARY POLICY

An Analytic Bibliography
Compiled and Annotated

by

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ABSTRACT

This is a bibliography of selective materials pertaining to the role of social science research in international and military policy and operations since the beginning of World War II. The bibliography lists 150 references to books, articles and reports, all of which are part of the open literature. The references are annotated. The report also contains an Introduction which discusses the purpose of the bibliography, its scope, the sources from which the works cited are drawn and some limitations of the available literature.

The bibliography is divided into five parts. Part I lists general works discussing the role of social science research in public policy. Part II lists works which show the trends in the relationship of government and the social science community in the area of international and military affairs since the beginning of World War II. Parts III and IV list literature which suggests some analytic categories to be used in studying social science research and international and military policy. Part V, finally, contains writings which give a theoretical perspective on the roles of applied social science.

ACKNOWLEDGEMENTS

This bibliography forms part of a larger project entitled "Problems in Utilization of Behavioral Science Knowledge to Meet Aerospace Needs" carried out by the Bureau of Social Science Research, Behavioral Sciences Division. Albert D. Biderman, Senior Research Associate of the Bureau of Social Science Research, who directs this larger study gave extensive guidance and assistance to the task of preparing the bibliography. Chung Soo Park and Gum-Joon Park were of valuable help in gathering and annotating materials.

INTRODUCTION

Purpose of Bibliography

The theme of this bibliography is the role of knowledge in its relation to action in the international and military fields. We are concerned with that knowledge which stems from scientific research on the social, political and economic aspects of international and military matters. The action is that of governmental departments and agencies engaged in formulating and executing the programs and policies through which the United States acts on the international scene.

The bibliography attempts to fill a gap in our understanding of the nature and extent of the interactions between the government and the scholarly world since the beginning of World War II. During this period direct government support for social science research on international and military problems has grown from perhaps a few hundred thousand dollars annually to approximately thirty million dollars. New forms for government support of research in the social sciences, e.g. contracts or the "captive" research corporation, have emerged and the number of organizations producing applied knowledge for use in international and military policies and programs has multiplied. The many links that have been established between these agencies and the social science community, which were once wide apart, makes it possible to speak of the "institutionalization" of certain types of social science research in government.

The primary product of these developments is a growing body of knowledge pertinent to the practical problems encountered by decision-makers and administrators in the field of international and military affairs.

The body of literature from which the present bibliography is drawn is a subsidiary product, however, in that it does not report the results of research in these areas. Instead, it contains descriptive, analytic and prescriptive writings about the production and utilization of research.

On numerous occasions during this period, social scientists have stepped out of the role of producing knowledge and research on problems encountered by others to "look unto themselves" and describe or discuss their own applied research activities or those of their colleagues. Often they have applied the concepts and methods of observation of their respective disciplines to attempt to understand activities within these disciplines. Occasionally, but much less frequently, policy-makers and administrators have recorded their observations of the role that research and applied knowledge has played in their work. In most cases, this kind of self-scrutiny has been undertaken for the stated or implicit purpose of trying to discern what ought to be the role of applied knowledge in policy-making and operations.

This bibliography is a first attempt to provide a guide to this literature. It lists references to some 150 books, articles and reports. These deal with various aspects of the relation of the government to the scholarly community and with the role of applied knowledge in governmental policy-making and operations in the military and international fields. The writings listed have been annotated and organized in an analytic framework which points up major trends, dimensions and issues in the interactive patterns that have been established over the past 25 years.

The bibliography is selective and analytic, rather than comprehensive. Only to a limited extent is it a representative depiction of the

entire body of pertinent literature. The primary purpose has been to suggest some profitable lines of inquiry that could be pursued in studying the interactions of the social science community and the government. It does not deal exhaustively with any of the aspects of the interactions but seeks merely to illustrate, by using appropriate writings, what are some of the realities of policy-oriented research in these areas.

The orientation of the bibliography is perhaps best explained in light of the larger research project from which it stems. This project sponsored by the Air Force Office of Scientific Research, sets out to analyze some of the processes whereby social science knowledge for use in policy and operations is developed, and diffused in relevant governmental structures. The production and utilization of social science knowledge is viewed as constituting a social activity with its own sets of actors, norms, goals and institutions. Consequently, we have reasoned, it deserves study as a "field of knowledge" to which social scientists can apply the concepts, tools and also the knowledge of their respective disciplines.

As a first step in planning the empirical studies which will form part of this larger project, we undertook a review of the literature on the roles and functions of social science research in public policy. The primary objective of the review was to arrive at a first, paradigmatic ordering of the field and the identification of those variables, modes of analysis and propositions that could profitably be used in such studies. The results of this review are reported in the introduction to the bibliography. As the bibliography shows, however, those social scientists who have written on the role of social science research in government have rarely taken a primarily analytic perspective. Rather, their stance has usually been prescriptive, exhortatory, or denunciatory. The question of the kind

of knowledge social scientists ought or ought not to provide, has been the subject of considerable controversy among both scholars and policy-makers. As the government's need for knowledge increases, and there is no indication that it will not continue to do so, the discussion of what should be the social science contribution and of how a mutually satisfactory relationship between social scientists and decision-makers could be established is likely to be more heated. Through the bibliography we hope to provide some materials for those who are interested in exploring these matters in a more searching manner than is now often the case. A more widespread knowledge of the "history" of the relationship of government and social science may also make the discussants realize that whatever happens to be the particular controversy of the moment, it is not likely to be unique.

General Rationale of Selection

The selective character of the compilation makes it important to spell out some of the criteria of selection and discuss some of the limitations that have resulted from the orientation we have chosen. Before we go into a discussion of some of the analytic categories that have guided us in delineating the field, we will list for the record some initial decisions to exclude certain types of materials.

Firstly, the bibliography is limited to works dealing with the American experience. Secondly, we have used only open sources and list only materials that are available to the scholarly community at large. Thirdly, the bibliography does not list references to the many discussions of our topic in Congressional hearings and reports.¹

¹A bibliography of such materials is currently under preparation and will be published either as a separate document or as part of a revised version of the present bibliography.

The selectivity which has been imposed on the compilation is primarily a function of its analytic orientation. The framework in which the literature has been organized suggests some major analytic categories for an examination of the role of social science research in government. These are, for example, the organizational settings in which knowledge is produced and used, the role-orientation and values of the social scientists active in these fields of research, the popular and professional images of applied social science and scientists, and the characteristics of the "intellectual goods" that emanate from the social science research community. The writings selected are those that shed light on these categories either by illustrating their content or by explicitly linking the concept in question to the overall problem of the role of social science research in policy.

In some respects the analytic orientation has had the effect of broadening the scope of the bibliography beyond its title. We have included a number of writings which do not deal specifically with knowledge on international and military matters but which contain generalized observations or theorization regarding the role of scientific knowledge not only in government but in society at large. These writings are primarily found in Parts I and V.

The Scope: "Communities of Actors" Represented in the Bibliography

As the main bulk of the literature reported in the bibliography deals with social science research and policy and operations in the international and military fields it seems important to spell out some of the criteria used in determining "what types of research, by whom, on what types of problems" have been included under this broad heading. Generally speaking, we are concerned with the knowledge that enters into the processes whereby the United States Government formulates and actuates its world policies in relation to the external world. It may be knowledge dealing with the "great issues" of international politics, such as war and peace, but we are also including the flow of information going into the everyday concerns of U.S. decision-makers. The role of force and the use of force on the international scene is an important part of this field of knowledge but there is also a concern with problems of socio-political development and international cooperation. In most cases the research producing such knowledge is carried out in response to a declared need on the part of governmental agencies and under government sponsorship. The initiative may, however, also come from foundations and other private institutions, as well as simply from individuals.

The sprawling growth of research in these areas, its interdisciplinary character and the dispersion of research functions among a variety of organizations makes it hard to deal with the field in terms traditionally used to describe scholarly research. In order to overcome the difficulties of delineation based on contributing disciplines of subject-matter we have looked at

some of the "communities of actors" operating in the field. These can be identified using such points of reference as are suggested in the following: (1) the forums where the members meet and exchange views (journals, professional meetings, etc.); (2) the audiences at which the different communities aim the products of their research (State Department, Department of Defense, the individual Armed Services or, more typically, the policy-making organs within departments, or configurations cutting across departmental boundaries); (3) the "level of social organizations" on which are found the policy problems with which they are concerned (a simple classification of problems according to this criteria would range from issues having global significance to those involving relations with one country or segments thereof) and the "distance" of the community to the making of policy (this would range from actors concerned with clarifying policy alternatives or expressing their views on policy choices to those who provide knowledge on the contexts in which a given policy will operate or on the various problems encountered in the implementation of policy-decisions); (4) the methods, modes of analysis and interpretations which have become the "trade-marks" of the various communities (behavioralistic, historical, simulation or gaming as devices for policy analysis, etc.)

We are suggesting that one or several of these points of reference be used to identify and draw profiles of the various communities operating in the field. At the same time we want to draw attention to an unusual degree of fluctuation and change both in the spawning off of new communities and in the high and often temporary visibility of some particular community when it is given heed to by policy-makers and "operators".

Multiple group membership, changing roles and identities, and movement between communities make for considerable difficulty in trying to delineate the field. There is great need for "labelling," but it is very hard to make the labels stick.

The Civilian Strategists.--What are some of the communities that can be found operating in the field? Firstly, there are the civilian strategists. Most so identified are associated with the non-profit research corporations (RAND Corporation, Institute for Defense Analysis, etc.) set up by defense agencies to produce knowledge for use in high-level decision-making. They form a convenient starting-point because of their concern with the "great issues" of international politics. The focus of their attention has been upon nuclear weapons whether this involves problems of use of such weapons (deterrence), ways of controlling their use (arms control) or the various alternatives that can be found to using them (e.g., conventional warfare).

We are limiting ourselves to the particular part of the community which stresses the international political or "soft" aspects of nuclear weapon policies. We have consequently excluded those civilian strategists who are primarily concerned with the economic or technological aspects of defense policy, e.g., in the development of weapon systems, weapon mixes or in choosing between such systems. We feel that some boundaries can be established distinguishing between the "systems analysis" or "cost-effectiveness" part of the community and the more politically-oriented groupings. This distinction becomes more clear if one looks at the choice

of forums of these groups. For example, the "political" civilian strategists have in recent years been attending the annual meetings of the American Political Science Association and International Studies Association. The "systems analysis" and "cost-effectiveness" groups, however, have their own meeting grounds.²

"Sociologists of War and Peace".--Secondly, we will sketch a community which frequently has been interacting with the civilian strategists but still is distinctly different. It consists of psychologists, and sociologists, and some others, usually with a university rather than a research corporation affiliation, who are active in the development of a field of applied knowledge alternately called "peace researcher", "sociology of war and peace" or "psychology of international relations". Their concerns lie very much in the same policy areas as those of the civilian strategists (e.g. questions of national survival,

²In a personal communication to the author, Albert Wohlstetter who in recent years has emerged as one of the "political" civilian strategists makes some points which illustrate this discussion. Wohlstetter says: "As someone whose basic training was in mathematical logic, who, after completing graduate work in logic, studied economics, and who now is professor of political science, I might venture saying (1) that, in World War II and immediately after, mathematicians, physicists and biologists made perhaps the largest contribution to operational research on policy decision in the small, including many decisions which involved social science components; (2) that in the 1950's, while these mathematicians and natural scientists continued to be important, by far the largest contributions were made by economists or men with some economic training (they produced the most influential systems analyses affecting larger decisions that had hitherto been subject to major analytic influence); and (3) that in the 1960's the role of sociologists and political scientists may hopefully increase, but so far it has been much less direct and decisive."

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international order, global conflict). In many ways they have tended to orient themselves toward the same high-level policy-making bodies as the civilian strategists. There are important differences, however. Through their affiliation with research organizations set up to service decision-making bodies the civilian strategists have had ready access to policy makers through such devices as briefings. The "peace researcher" whose concern with international politics in most instances has been extraneous to his academic activities has been forced to legitimize his interest in policy matters and attempt to gain access to decision-makers by referring to his role as a spokesman for a profession or a concerned citizenry.

These two communities often view themselves as opposing camps not only in terms of their divergent policy preferences but also in the different modes of interpretation they apply to phenomena on the international scene. The sociologists and psychologists have thus in many instances tried to meet what they see as the excessively abstract and logical and hence "dehumanized" methods of analyses used by civilian strategists with behavioralistic concepts and theories. The frequent interactions between these communities undoubtedly stem from these actual or perceived differences of opinion which have led members of the two groups to seek each other out as opponents in debates and discussions.³

³ Two annually held conferences have in recent years had about equal representation from the two communities. These are the Airlie House "Strategy for Peace" Conference and the Arms Control Symposium held in Ann Arbor, Michigan.

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These two communities can in a way be viewed as forming the upper parts of a pyramidal structure both in terms of the "size" of the policy issues with which they are concerned and the high-level decision-making bodies which they have or would like to see, as their audiences. As we move away from these communities, the policy issues involved tend to be fractionalized and the audiences become specialized departments and agencies, usually with operational as well as policy-making functions. On these levels it becomes much harder to establish clearcut communities. All we can hope to do here is to sketch some of the configurations appearing in the bibliography.

Area Communities with a Military Audience.--As the military establishment provides the bulk of governmental support for social science research, it seems logical to look first at the communities that have the military as their audience. Here we find a number of groupings engaged in producing knowledge which has some relevance to the operations of U.S. military forces abroad. The most easily identified groupings among these are those composed of social scientists whose primary interest and skills lie in "area studies", in this case those areas in which U.S. military forces are operating or may come to operate. An example of the type of knowledge that social scientists have produced for use in military operations abroad would be the Area Handbooks prepared for the Army. Although the major work on the handbooks

was done in the Army's "captive" research organization, Special Operations Research Office (SORO), each handbook draws upon the knowledge of a particular "area community" whose members in most instances can be found in academic institutions.

However, many social scientists with an area specialization would probably not regard the particular "area community" to which they belong as their "primary reference-group." There are, of course, some "pure" area specialists but these are more likely to be found in intelligence rather than research activities. In grouping and labelling persons active in social science research on foreign areas, the area identification often becomes subsidiary to the overlay of conceptual schemes used in studying foreign areas, or to the operational areas, or to the operational problems on which the research is designed to throw light. We are thus more likely to talk about foreign area research as being "elite studies", "cross-cultural communications research" than we are to talk of "Burmese studies" or "Vietnamese studies".

This does not mean, of course, that the "area communities" do not exist. For a number of social scientists who are not interested in high-flown conceptual schemes or theories which would take them across national or regional boundaries the "area community" undoubtedly is a primary reference group. These communities also serve the purpose of providing a meeting-ground for social scientists with a wide variety of interests. They may also be more

stable and permanent groupings than the ones based on a particular set of concepts, a method or current problems of policy and operations. "Elite studies", for example, may be "in" today and "out" a few years later not only in the eyes of governmental decision-makers, but also as an area of interest among social scientists. Supplying basic knowledge about foreign areas for use in decision-making, however, is a long standing function of the social science community.

Psychological Warfare and "Counterinsurgency" Research.--Among the communities that orient themselves towards military audiences, there are in addition and as an overlay to the area communities, a number of groupings engaged in research on the social, political and psychological aspects of certain types of military operations. The psychological warfare activities which have come to be regarded as an adjunct to military operations have been the focal-point of a broadly based community which traces its roots back to the research activities of social scientists in government during the Second World War. The interests and skills that tie this community together lie in the field of communications research, propaganda analysis and the basic techniques of persuasion and attitude change.

In most recent times, "counterinsurgency" operations or "unconventional" warfare have emerged as labels for research activities covering a wide variety of subject-matter. To a considerable extent, the social science interest in these topics stems from a concern with "lower levels of warfare" as alternatives to nuclear war. To the extent that research in this area has been designed to support planning and

operations, (this would be the case of most of the work carried out by the Special Operations Research Office which services the Army) it has concentrated on historical examples of insurgency and the processes and mechanisms whereby insurgency develops and is contained. The "counter-insurgency", however, has also provided a justification for research on such questions as countries threatened by insurgency can be guided toward peaceful change and "stability" through the development of social and political institutions.

Many social scientists engaged in research activities in these areas would probably balk at the labels used here. In most cases their relationships with military planning organizations concerned with psychological warfare activities of "counterinsurgency" have been carried out by intermediaries and the producers of knowledge in these areas may never have met the individuals who could rightly be considered their "clients". Often there is little conscious attempt to make the research supported by these agencies directly relevant to the operational problem at hand.

What makes us able then to identify these communities in terms of audiences and operational problems? For one thing, an interest on the part of military planners in a certain area of research brings about a convergence of many disparate interests and strands of research in this general area. In the general field of communications research, for instance, we can notice how the label "psychological warfare research" came to be used as an "umbrella" covering a wide range of research activities and interests. We do not want to give the impression, however, that the relationship of government and the social science community is a unidirectional one with the social scientists on the receiving end. On the contrary, interest on the part of governmental agencies in

certain subject-matter often stems from "missionary" activities by social scientists.

The existence of an audience in government for a certain type of knowledge often leads to the establishment of networks of communication between social scientists who otherwise would not be in contact with each other. Government interest and support lead to the creation of new forums in the form of symposia and seminars organized to facilitate interchange between social scientists and government officials. Often however, the major function of these gatherings has been to promote contacts among social scientists. Bibliographies in the area of interest are also compiled and inventories of relevant research conducted. There is a need for social scientists who have received funds for research in the area and for those who are seeking support to keep in touch, if for no other reason than to avoid apparent duplication in their research efforts. This, in a very real sense, is what makes us able to talk about the formation of communities around certain problems of policy and operations.

Other communities with a military audience.--There are, of course, a number of other communities with military audiences. Here we will only name a few that could be included in the overall grouping with which we are dealing, and point to one specific community which has been excluded. In the former category we find, for instance, the so-called "foreign military sociologists" who are concerned with the socio-political roles of foreign military forces, for example, in the modernization of underdeveloped areas. There are also groupings organized around a specific method, such as simulation or gaming. This latter has the Joint War Games Agency for the Joint Chiefs of Staff as its main audience

in the military. As somewhat marginal groupings, in the sense that their research activities are not designed to contribute directly to military operations in foreign areas, we find social scientists organized around such common concepts of basic research as "groups", "leadership patterns", "stress", "persuasion", to name only a few.

A community which perhaps has entered into the most direct relationship with a military audience but which has been excluded here is represented by psychologists active in the field of "human engineering". Although there may be some overlap, the "human factors" researchers form a community apart primarily as a result of their "man-machine" orientation. The decisions at which their research is aimed are the very "small" ones in the sense that they have almost no bearing on policy or the overall problems involved in planning military operations.

Intelligence vs. Research.--Leaving military departments and agencies aside and looking instead at the Department of State and its various "satellites" (AID, ACDA, USIA, etc.) we find that these with some exceptions do not perform the same roles as orientation-points for specific communities as has been shown to be the case in the military. A reason, for example, for the State Department's limited role as a focal-point for social scientists may be the fact that it has been much less instrumental in the formation of new communities and in supplying existing communities with funds and forums than has the military. A lot of social science knowledge emanating from the academic community has certainly pulled into the department--among other ways through the activities of the Office of External Research--but this has not had the effect of building new communities or restructuring existing ones.

Most of the social science knowledge that is taken into account by staffs of the State Department therefore must stem from the other research communities we are discussing. Here we may surmise that the knowledge used by the Department of State has been primarily area knowledge of a more "traditional" type than what has typically been produced under military sponsorship. By this we mean less of an emphasis on studies that use behavioral conceptual frameworks to explain or interpret events on the international scene and more of a historical-descriptive type of analysis. To take specific examples, this would be the difference between George Kennan's writings on the Soviet Union and the Harvard University study on "How the Soviet System Works" sponsored by the Air Force.⁴

In this context, it seems desirable to establish some distinctions between the area knowledge produced by the intelligence community and that emanating from the social science community. Using the audience as a point of reference is not of much help here as the bodies that use the products of the social science community would in many instances also be users of intelligence reports. This is the case in the State Department, for instance, where these two types of knowledge are also emerged in the organization--the Bureau of Intelligence and Research--charged with the "input" of knowledge in policy-making and operations.

As a general rule it seems that some distinction between research and intelligence can be established on the basis of methods and modes of analysis. On the whole, it would seem that the stress on systematic

⁴A very useful discussion of the community of "Sovietologists" which suggests structuring according to the approaches or the modes of interpretation used by writers in this field is found in Daniel Bell, "Ten Theories in Search of Reality: The Prediction of Soviet Behavior," in his The End of Ideology: On the Exhaustion of Political Ideas in the Fifties, (New York: Collier, 1962), pp. 315-353.

methods of observation and the use of concepts suggesting generalized relationships which characterizes social science research is not present in intelligence work. More importantly, however, the two communities are separated by institutional barriers which mark off the domain of intelligence. One of the difficulties that has faced government-supported research in foreign areas in the postwar period has been the effective limitation of studies that, because of their subject-matter, have been considered as "intelligence" and hence outside the jurisdiction of governmental research agencies with social science programs. The most important distinction between the two communities is, of course, the clandestine character of the work of the intelligence community and the fact that its activities are never examined impartially either publicly or professionally.

Although the intelligence community as such has not been dealt with in the bibliography, we have included references to works which discuss some of the points at which intelligence and research have come to meet. In spite of institutional barriers the social sciences have made inroads into the intelligence community in that their concepts and techniques have come to be used in gathering and organizing intelligence information. The opposite is also true; that is that social scientists have used intelligence methods, such as the piecing together of seemingly unrelated bits of information to get a "picture" of the situation in a certain country, and, to some extent, intelligence materials in studying "closed societies." This was the case with much of the research done by social scientists on the Soviet Union during the Stalinist period. At the present time, the field of China studies shows much of the same characteristics.

Finally, we want to draw attention to the role that the study of the utilization of intelligence products can play as a "model" when trying to come to grips with the problem of use of social science research in policy-making and operations. Whereas there is an almost complete lack of empirical studies regarding the role of social science research in international and military policy-making, there is at least one study (Roger Hilsman's Strategic Intelligence and National Decisions) of the attitudes of "operators" towards the products of the intelligence community. Other reasons why it might be profitable to think of the intelligence community as a "model" are the shared audiences mentioned earlier and the higher degree of "institutionalization" in government of intelligence workers and their products.

Focusing on International Communications and Political Development.--

Let us now turn to some of the other communities that can be found operating in the non-military sphere. One grouping which perhaps has been somewhat less visible in recent years as compared to the earlier part of the postwar period are the communications specialists engaged in gathering knowledge about foreign public opinion, especially as it relates to the United States policies and programs abroad. An important sponsor of this type of research has been the United States Information Agency. This agency is also the main audience for research evaluating the impact of American information and propaganda activities abroad. USIA polls, however, are used in many other departments and agencies concerned with international policy and operations. Their "institutionalized" role may, in fact, be one of the reasons behind the dearth of literature discussing the use of this type of research.

In important ways, the "international communications" community has gone beyond the task of studying foreign public opinions. In the fifties, there was considerable interest on the part of the members of this community in linking the study of international communications--not limited to mass-media but also taken to include "exchange of persons" in the cultural, educational and scientific fields--with the reduction of world tension. This, for instance, was the thinking behind the large-scale UNESCO project on "Tensions Affecting International Understanding" initiated in 1947. In this aspect, the "international communications" community may be viewed as a precursor to the "peace research" community which has appeared on the scene in recent years.

There is no doubt, however, that in the Cold War the feeling was strong among government officials that it was necessary to follow Communist propaganda activities closely and, if possible, find ways of counteracting them. This was the main impetus for the upsurge of research activities in the field of "political warfare" in the fifties. By the same token, the levelling off of activities on the Communist propaganda front in recent years may be one of the reasons for what appears to be the diminishing role of this type of research. Another explanation may be a tendency on the part of the East-West conflict to evolve around issues or areas (e.g., the problem of deterrence or "wars of national liberation") where mass public opinion either does not exist or is not considered a significant factor.⁵

⁵A factor which may have contributed to our impression of a diminishing role for international communications research both in government and in the social science research community is the absence of any significant bibliographic work in the field since 1955 when Smith & Smith, International Communication and Political Opinion was published. It is not at all sure, however, that this should be taken as an indication of the decline of this field of research.

Let us finally make a brief reference to the community of social scientists which has been formed around the problem of socio-political development in "underdeveloped" areas. This again is a community which draws heavily upon the knowledge and skills of the various "area communities". However, it has emerged as a super-structure to a host of "area communities" as a result of its focus on the common problem of building socio-political institutions parallel with achieving economic growth. Sometimes the members of this community have used a common theoretical framework such as the one suggested by Almond and Coleman in The Politics of Developing Areas. To a significant degree the formation of this community can be traced to a conscious decision on the part of one organization--the Committee on Comparative Politics of the Social Science Research Council--to support the development of knowledge in this particular field.

The study of the socio-political aspects of economic development has, of course, been a long-standing interest of anthropologists and sociologists. Generally speaking, however, these groupings seem to have concerned themselves with development programs and problems of lower levels of social organization, e.g., community development. They are therefore somewhat marginal from our point of view. This does not mean that they do not have an audience among governmental departments and agencies. On the contrary, these groupings have probably in many respects been closer to the Agency for International Development than to the community concerned with the larger problem of building social and political institutions. This latter grouping has, however, found audiences both in the State Department and in that part of the military establishment which is concerned with "stability" in the developing world.

The Size of the Overall Configuration.--The communities which we have sketched here are, of course, only the highly visible and easily delineated ones. These can be used, however, to trace the boundaries of the overall configuration of social scientists which have oriented their research towards problems of policies and operations in the international and military fields. How large is this overall grouping? Shifting boundaries and varying degrees of affinity with policy-making bodies makes it almost impossible to count heads. An educated guess, however, would set the number of presently active people at several thousand individuals.⁶ Sheer numbers consequently seem to demand that their activities be accorded the same attention and study as that given other social groupings. In the following we will discuss some of the analytic categories which we suggest could be used in the social scientific study of this "field of knowledge". These are also the ones around which the bibliography has been organized.

Organization of the Bibliography

In organizing the bibliography we have primarily been interested in setting forth descriptive-analytic dimensions of the literature on the interactions of social science research and public policy. As the body of literature with which we are dealing is somewhat amorphous, thus reflecting the diffuse character of this "field of knowledge", it may

⁶In planning a survey of the extra-governmental civilian strategists, Roy Licklider, who is a Yale graduate student, has estimated that this community alone would number between 500 and 1000 members. This would include persons who have written one or more books, three or more articles or reports dealing primarily with strategy, defense, and/or disarmament.

sometimes seem as if we were molding the literature into artificial categories. We are aware of this difficulty and have tried to overcome it by setting up some categories (e.g., Parts I and II) which bring together writings of different types under the heading of "general" or in a chronological arrangement. In other instances when predominantly prescriptive or journalistic writings have been "forced" into the analytic categories this has been done because they point up the gaps that exist insofar as the analytic or social scientific treatment of these problems and issues is concerned.

Part I lists general writings on applied social science and its role in public policy. Here we have singled out for special attention and labelled "important" a handful of writings which provides a particularly penetrating analysis of the major issues at hand. Some of these writings are also frequently cited in discussions of interactions of social science research and public policy.

In Part II, different types of writings--prescriptive, descriptive and analytic--are arranged chronologically to show the development of new branches of knowledge and the changing relationships of government and the social science community since the beginning of World War II. The section on World War II is more selective than the one dealing with postwar developments in that it only includes writings which either describe governmental research programs related to the war effort or contain accounts of the personal experiences of social scientists active in the research branches of governmental agencies and departments such as the Office of War Information. In the section dealing with postwar developments, on the other hand, we

have branched out somewhat and included references to the reactions of the social science community to events on the postwar international scene. The major part of this section, however, is an attempt to capture some significant trends in the postwar relationship of government and the social science community. Among these trends are the proliferations of research organizations working in the field of international and military affairs and the emergence of some of the communities outlined in the preceding pages..

The writings in Parts III and IV have been selected and organized to point up some lines of inquiry that have been pursued with sufficient success as to appear promising lines for future inquiry. The focus in Part III is on the organizational dimensions of this field of inquiry. The writings listed here contain analyses or provide illustrations of some of the organizational factors shaping the relationship of government and the social science community. These include discussions of the organizational forms developed for producing knowledge for use in policy and operations (e.g., contract research and the "captive" research organization), and analyses of the role and value orientations of social scientists participating in applied research activities.

Part IV deals with the substance of social science methods and findings as it relates to the types of knowledge needed in international and military policy-making and operations. Although the writings listed here deal with specific methods and areas of knowledge we find that they raise some basic questions regarding the strategies guiding the development of applied knowledge. What, for instance, are some of the

functions of social science knowledge in policy and operations (e.g., questioning basic policy assumptions, providing factual information, solving operational problems)? What different types of methods and skills are involved in the performance of each function? How can the development of applied knowledge be guided towards the performance of a chosen function?

In the past part, Part V, we have broadened the scope considerably to include writings representing the "meta" tradition in the social sciences. This part suggests that such perspectives as the "sociology of knowledge" which links the role of knowledge in society to the social roles of the bearers and recipients of such knowledge, can fruitfully be applied in studying social science research in government. In this part we are also including theoretical writings dealing with the problems of neutrality and objectivity of social scientists in relation to the subject-matter under study and a few selections drawn from the running, multifactional controversy about the terms "basic" and "applied".

Some Notes on Sources, Methods of Search, and Annotations

For most social scientists the kind of self-examination which is contained in these writings has been a subsidiary interest and has only been undertaken sporadically. The writings dealing with these subject-matters are consequently scattered throughout the literature. Although this is true for the most part, there are some types of sources that are likely to yield more of these writings than others. As a guide to those who may want to pursue some of these topics further or stay abreast of future developments we will indicate some of the more fertile sources.

Firstly, it should be pointed out that it is rare to find references to writings about research-- application of findings, relations to clients, etc.--in the bibliographies that report the results of research activities in the international and military fields. An exception here is the aforementioned bibliography by Smith & Smith, International Communication and Political Opinion, which contains a section on "Administration and Application of Research." Another good source in the bibliographic literature are those works that report writings on decision-making processes and practices, especially on the role of intelligence and knowledge in decision-making. A particularly useful bibliography here is in Snyder and Robinson, National and International Decision-Making: Toward a General Research Strategy Related to the Problem of War and Peace (No. 119).

References to discussions of the current concerns of social scientists which often include applied research activities, are more likely to be found in the periodical digests which report on new literature. Both Sociological Abstracts and Psychological Abstracts contain sections devoted to the professional concerns of social scientists. The American Behavioral Scientist's listing of "New Studies in Behavioral Science and Public Policy" is particularly useful because of its emphasis on policy-oriented research in the social sciences. Two digests reporting on the war/peace literature which have appeared in recent years also feature references to utilization of social science research in this particular problem-area. These are the Peace Research Abstracts published by the Canadian Peace Research Institute and Current Thoughts on War and Peace. The scope of both of these digests is considerably broader than is indicated by their titles.

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In the periodic literature, the journals of the professional associations (American Sociological Review, The American Psychologist, The American Political Science Review, etc.) are extremely valuable sources and have consequently been searched systematically. The same applies to the journals of two affiliates of larger professional associations, Social Problems (Society of the Study of Social Problems) and Social Issues (Society for the Psychological Study of Social Issues), which have been the forums for social scientists concerned with international problems. Among the journals devoted to applied social science which have proven particularly useful are The American Behavioral Scientist, Human Organization and the recently issued Journal of Applied Behavioral Science. In this context we should also mention Public Opinion Quarterly which for a long time has been a major forum for the community of social scientists active in government survey and public opinion research both on domestic and international matters.

Among the journals devoted to international and military problems there are a few in which discussions of policy-applications of social science research are likely to be found. There are, for example, World Politics and Journal of Conflict Resolution. Among the journals aimed at a military rather than an academic audience, Military Review occasionally contains articles discussing the contribution of social science to the solution of military problems. Let us finally mention two other journals aimed at a general science audience which sometimes branch out into the area of social science. These are the Bulletin of the Atomic Scientist and Science; the latter issued by the American Association for the Advancement of Science. An additional source which has not been tapped in the present bibliography are journals with an area-orientation (Pacific Affairs, Far Eastern Review, etc.).

Outside of the periodic literature we have found two sources which have been exploited in the bibliography. One consists of the writings (research memorandum, reports, etc.) by staff members of research corporations and bureaus. With applied research as their profession and full-time occupation, these persons have generally been more prone to examine these activities than have their academic colleagues. The results of many such examinations are reported in the periodic literature but some of them do not find their way into print. In order to tap this source we have scanned the lists of publications issued periodically by such applied research organizations as the RAND Corporation's Social Science Division and the Center for International Studies at MIT.

Another type of unpublished material which we have tried to incorporate are the papers delivered at professional meetings, both those of the national associations and those of more specialized groupings. These frequently feature discussions or seminars, sometimes whole meetings, devoted to topics of interest to applied social scientists. Although the quality of the papers presented at these meetings is uneven, they often give important insights into the current state of mind of the discipline or the community represented. A similarly pertinent type of material are the proceedings of conferences held to promote contact and exchange of ideas between social scientists and governmental "users" or administrators of research.

In compiling the bibliography we have combined several methods of search. Apart from the obvious ones of systematically searching those journals that have been the forums of various applied research

communities, following the "leads" given in footnotes and bibliographic references, suggestions for relevant inclusions were solicited from some twenty social scientists who have shown particular interest in the problems of policy-oriented social science. This latter method also served the purpose of "advertising" our interest in these matters to members of the social science community. When annotating the references we have attempted to pull out those elements of the work that make it illustrative or representative of a particular line of inquiry, or a particular dimension of the role of social science research in policy and operations. The length of the annotations reflect judgements of the pertinence of the work to the subject-matters under study, and, to a certain extent, its quality. As the question of "who says it?" is often almost as important as "what is being said?" when discussing these writings, we have attempted to give as complete an author-identification as possible. In a few instances the items had to be cited without annotations as we have not yet been able to inspect the actual works. These are writings that have been considered significant by other authors.

Some Limitations of the Literature

On several preceding pages we have touched upon the shortcomings of the literature dealing with the role of social science research in government programs and policies, both generally and in our area of interest. Materials on the techniques of applied research, that is "how to do it," are in good supply but when it comes to examinations of applied research as a social activity and inquiries into the motivations and roles of the participants and the processes of application there are noticeable gaps in the available literature.

As pointed out earlier, most of the writings in this area have tended to be unsystematic and incidental. Many of them deal with ideal conditions rather than the realities of these activities. The empirical data used are with a few exceptions limited to the author's own observations as a participant in applied research activities. Most of them represent a genre of social science writing in which the main body of the text would typically be prefaced "a few reflections on..." or "some problems in..."

Here we will only point to a few additional shortcomings which may explain certain disproportions in the compilation. The most significant of these is probably the dearth of research or reflection on the impact of policy-oriented research on governmental decision-making. Finding out about utilization, or more broadly speaking, the influence of these studies or the audiences to which they are directed is admittedly not easy. It is still surprising that it has not been attempted in more than a few instances.

Another disproportion stems from the concern of the writers in the field with research on the "great issues" in international and military policy. The drama that these writers, both social scientists and journalists, perceive in research dealing with questions of war and peace or national survival have led to a disproportionate amount of writing about the "peace research" community and the civilian military strategists. As this latter group has often come to be associated with the RAND Corporation, one should note the frequency with which the names of present or former RAND staff members appear as authors. To a considerable extent this must be due to the leading role played by the RAND

Corporation in shaping the policy-contribution of the social sciences in such fields as strategy and deterrence. It may, however, also be explained by the unique character of the working-conditions of RAND which seem to have fostered the kind of introspection and reflection that these writings represent.

To summarize briefly, it would seem that the major gaps in the literature lie in the lack of systematic empirical study of the policy and operational roles of research and researchers. Discussions of research on "middle-level" problems of policy and operations are scarce and members of the staff of many applied research organizations that are more closely tied to operations in the international and military fields than is the RAND Corporation, are unfortunately heard only infrequently. There is also a dearth of writings on the broader "influence" of research on policy and operations through such less direct means as the educational processes (e.g., the War Colleges or the Foreign Service Institute) or through mass-media.

Expansion and Revision.-- We would appreciate receiving suggestions regarding materials that are pertinent to the subject-matters of the bibliography but which have been over-looked here. The project from which the present bibliography stems can be expected to yield other bibliographies which would expand on some of the material presented here.

PART I. THE ROLE OF SOCIAL SCIENCE RESEARCH IN PUBLIC POLICY:
GENERAL AND INTRODUCTORY WRITINGS

The works listed in Part I have been grouped under the following two headings:

- (1) Applied Social Science and Its Role in Public Policy (General); and
- (2) Elements in Interaction of Social Science and Public Policy (Important Writings).

The first section lists works examining the overall nature and content of applied social science. These include, but are not limited to, considerations of the role of social science in public policy. In most cases the content of the writings cuts across two or more of subsequent parts or sections.

The second section lists writings highlighting specific facets of the interaction of social science and public policy. These writings have been singled out for special attention because it was felt that they constitute important introductory material. Although they do not present a systematic treatment of the subject area, these writings have had a considerable impact on past and present discussions and studies of policy-oriented social science.

1.1. Applied Social Science and Its Role in Public Policy (General)

1. Bailey, Stephen K. "New Research Frontiers of Interest to Legislators and Administrators," in Research Frontiers in Politics and Government. Washington: The Brookings Institution, 1955. pp. 1-22.

A frank discussion of some of the misunderstandings that separate decision-makers and scholars. The Professor of Public Affairs at Princeton reviews the usefulness to decision-makers of the products of research based on four different approaches to the study of politics: historical, institutional, behavioral, and philosophical.

2. Bennis, Warren G., et al., (eds.). The Planning of Change: Readings in the Applied Behavioral Sciences. New York: Holt, Rinehart and Winston, 1961. 781 pp.

"The influence of Kurt Lewin's pioneering studies of planned social change is evident throughout this volume." The purpose of the volume is to bring together "some of the best current conceptualizations of different aspects of application and change process and to tie these contributions together with extensive critical and theoretical introductions." Individual contributions appearing elsewhere in this bibliography are: Robert K. Merton and Daniel Lerner, "Social Scientists and Research Policy," pp. 53-69 (No. 94) and Alvin Gouldner, "Theoretical Requirements of the Applied Social Sciences," pp. 83-95 (No. 131).

3. Dror, Yehezkel. "The Barriers Facing Policy Science," The American Behavioral Scientist, 7 (January, 1964), 3-7.

Professor of the Hebrew University in Jerusalem finds that barriers to the development of a policy science are found mostly within the social science community. Identifies and analyzes types of external and internal barriers, among these: imitation of the physical sciences; alienation from policy-making; seeking of certainty; and inherent limits of narrowly specialized knowledge and traditional organization of universities. Bibliographic references.

4. "The Federal Government in Behavioral Science," The American Behavioral Scientist, 7 (May, 1964), 51 pp. (Whole issue.)

This issue provides an extensive examination, partly based on a mail-questionnaire survey, of the federal government's involvement in behavioral science research--fields, methods, and funds. Also, useful information regarding sources of support and an inventory of type and scope of social science research activities of some 250 federal agencies. Extensive bibliography, charts and tables.

For annotation of individual contribution (Alfred de Grazia. "The Government in Behavioral Science: Some Critical Notes") see No. 61.

5. Gouldner, Alvin W. and Miller, S. M., (eds.). Applied Sociology: Opportunities and Problems. New York: The Free Press, 1965. 466 pp.

Most of the papers in this volume were prepared for the 1961 meeting of the Society for the Study of Social Problems (SSSP). The volume includes contributions dealing with such aspects of applied social science as the relationship between clients and practitioners, the interaction of applied and general sociology and that of applied sociology and public policy. For individual contributions that appear as separate items elsewhere in this bibliography, see Kathleen Archibald, "Social Science Approaches to Peace: Problems and Issues," pp. 266-284; Alvin Gouldner, "Explorations in Applied Social Science," pp. 5-22; and Vincent P. Rock, "The Policy-Maker and the Social Sciences," pp. 358-366. These appear as Nos. 17, 130, and 12, respectively.

6. Herring, Pendleton, et al. Research for Public Policy: Brookings Dedication Lectures. Washington: Brookings Institution, 1961. 126 pp.

Contains three lectures and accompanying panel discussions given at the dedication ceremonies for the Brookings Institution's new Center for Advanced Study in November 1960. The purpose of the lectures was given as involving "a brief stock-taking of where we are in the social sciences, and in their application to public problems." The lectures were given by Pendleton Herring, Philip E. Moseley and Charles J. Hitch with comments by Dwight Waldo, Robert R. Bowie, and Arnold O. Wolfers, to name only a few. The lecture by Philip E. Moseley which has special reference to the field of international policy appears as No. 54 in this bibliography.

7. Herring, Pendleton. "The Social Sciences in Modern Society," Social Science Research Council, Items, 1 (March, 1947), 2-6.

A Director of the Social Science Research Council and member of its Committee on Problems and Policy examines the nature and responsibility of social science with special emphasis on an expanded role in the formation of public policy. The training of social science technicians, meaning individuals who can apply social science theory and concepts to practical problems, is seen as the key to such an expanded role.

8. Kecskemeti, Paul. "The 'Policy Sciences': Aspiration and Outlook," World Politics, 4 (July, 1952), 520-535.

Review of Daniel Lerner and Harold D. Lasswell (eds.), The Policy Sciences: Recent Developments in Scope and Method (Stanford, California: Stanford University Press, 1951), 344 pp.

9. Lerner, Daniel, and Lasswell, Harold D., (eds.). The Policy Sciences: Recent Developments in Scope and Method. Stanford, California: Stanford University Press, 1951. 344 pp.

This collection of symposium papers contributed by distinguished American social scientists launches the "policy sciences" as a new branch of applied social science. In a series of revealing chapters, the book sets out to "review the scope and focus of the policy sciences, some of the research procedures which have been developed within these sciences, and their application to the process of policy integration." The volume also includes a bibliography. For a programmatic statement on the scope and focus of the policy sciences, see Harold D. Lasswell, "The Policy Orientation," (Chapter I), pp. 3-15 (No. 22.). For individual contribution of particular relevance to the study and use of social science research in public policy, see Rensis Likert, "The Sample Interview Survey as a Tool of Research and Policy Formation," (Chapter XIII), pp. 233-251, and Robert K. Merton and Daniel Lerner, "Social Scientists and Research Policy," (Chapter XVI), pp. 282-307. These two latter articles appear as Nos. 103 and 94, respectively.

10. Likert, Rensis. "Behavioral Research: A Guide for Effective Action," in Some Applications of Behavioral Research. Edited by Rensis Likert and Samuel P. Hayes, Jr. Paris: UNESCO, 1957. pp. 1-43.

The Director of University of Michigan Survey Research Center discusses the applicability of behavioral research to a wide range of problems confronting public and private organizations. Illustrative subtitles are: "Research Data Can Serve Legislators," "Organizing Research So As to Facilitate Application of the Findings," "Using Data So That They Press for Action," "Relationship of Theoretical and Applied Objectives," etc. 7 references.

11. Likert, Rensis, and Lippitt, Ronald. "The Utilization of Social Science," in Research Methods in the Behavioral Sciences. Edited by Leon Festinger and Daniel Katz. New York: The Dryden Press, 1953. pp. 581-646.

A discussion of problems of utilization in textbooks used for teaching and training in the social sciences is unusual. In this chapter, the authors concern themselves with "ways in which social practitioners and all citizens can utilize the resources of social psychology to improve personal insight, policy-making, program planning, and individual and group action." They examine problems in applying research findings and methods, and present three illustrative cases of social science utilization. A bibliography containing 41 references is included.

12. Polk, William R. "Problems of Government Utilization of Scholarly Research in International Affairs," Paper delivered at the Annual Meeting of the American Political Science Association, Washington, D. C., September 8 to 11, 1965. 21 pp

This paper by the Professor of Modern Middle Eastern History of the University of Chicago who was a member of the State Department Policy Planning Council 1961 to 1965 contains a far-ranging discussion of major issues in the relationship of government and the social science community in the postwar period. An important portion of the discussion is devoted to the question of a 'middle ground' where scholars and "operators" can meet. The author does not feel that the development of such a "middle ground" has progressed very far and cites examples of obstacles. Among these are the different perspectives of the scholar and the administrator. "Whereas the administrator is concerned with a specific problem in a specific country, the scholar is often thinking in terms of comparative politics; whereas the intelligence analyst is concerned with those groups who matter politically, the anthropologist is often dealing with remote tribesmen or villagers; . . ."

13. Rock, Vincent P. "The Policy-Maker and the Social Sciences," in Applied Sociology: Opportunities and Problems. Edited by Alvin W. Gouldner and S. M. Miller. New York: The Free Press, 1965. pp. 358-366.

Examination of four reasons for the absence of a full partnership between social scientists and policy-makers by the Director of the Policy Studies in Science and Technology Program of George Washington University. These are: (1) an inadequate understanding of the policy process both within and outside the government; (2) inadequate resources and imbalance in the allocation of funds for various types of research; (3) lack of clarity in the respective roles of the policy-maker and the social scientist; and (4) insufficient institutional provisions for linking policy and social science. These problems are discussed in a general manner without reference to specific subject areas.

14. Schramm, Wilbur. "Utilization of the Behavioral Sciences," Report of a Planning Review for the Behavioral Sciences Division, Ford Foundation, September 1, 1954.
15. Sellitz, Claire, et al. Research Methods in Social Relations. New York: Henry Holt and Co., 1959. 622 pp.

Revision of earlier two-volume edition for the Society for the Psychological Study of Social Issues. See particularly Chapter 13, "The Application of Social Research," and Chapter 14, "Research and Theory." Chapter 13 discusses application during the research process, presentation of research results, extending the area of application, and research and social policy. Chapter 14 discusses continuous and close interrelationship between empirical research and theory, and points to significance of theoretical development for the practical application of social science.

16. Shils, Edward A. "Social Science and Social Policy," Philosophy of Science, 16 (July, 1949), 219-242.

Describes the historical evolution of social science in relation to public policy. Points out that, "Today [1949] governments and private, civic and economic organizations are beginning to surpass universities and endowed research institutes as employers of social scientists." Describes new roles for social scientists, among these, roles bringing social scientists closer to the actual making and execution of decisions, and considers the implications of this practical orientation from the point of view of research ethics as well as its effect on the growth of scientific knowledge.

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17. "The Utilization of Social Research in the Formation of Policy,"
Public Opinion Quarterly, 13 (Winter, 1949-50), 800-803.

Discussion held at the Fourth Annual Conference on Public Opinion Research, Ithaca, New York, June 22, 1949. Edited by Robert T. Bower. Both participants and discussants represent academic, commercial, and government agencies. An inconclusive discussion of various facets of the rapid development of interest in the application of social science knowledge and skills to practical problems.

- 1.2. Elements in Interaction of Social Science and Public Policy (Important Writings)

18. Archibald, Kathleen. "Social Science Approaches to Peace: Problems and Issues," Social Problems, 11 (Summer, 1963), 91-104.

A forerunner to a larger study, this article by a member of the staff of the Institute for International Studies, University of California, analyzes "factors affecting the contribution of social science to, and the role of the social scientist in, the peace and international security area." Based on interviews and discussions with social scientists engaging in "peace research." Distinguishes scientific and professional roles of the applied social scientist: "as a scientist he does research, and as a professional he decides what to do with it." 27 footnotes with valuable bibliographic references. This article has also been published in Alvin W. Gouldner and S. M. Miller (eds.). Applied Sociology: Opportunities and Problems. New York: The Free Press, 1965. pp. 266-284.

19. Glock, Charles Y. "Applied Social Research: Some Conditions Affecting Its Utilization," in Glock, Charles Y., et al. Case Studies in Bringing Behavioral Science Into Use. Vol. 1 of Studies in the Utilization of Behavioral Science. Stanford, California: Institute for Communication Research, Stanford University, 1961. pp. 1-19.

The Director of the Survey Research Center, Stanford University, addresses himself to the question: what can be learned from the experience to date about the conditions which make for maximum utilization of the results of social research? Cites factors affecting the utilization of applied social research: nature of problem; characteristics of client and of research organization; interaction between client and research organization; and research process. Demonstrates feasibility of developing principles to influence the utilization of social research. Needs suggested are: to accumulate and circulate case studies; to know more about the applied functions which social research can and cannot serve; and to specify conditions under which it ought to be applied.

20. Hilsman, Roger. Strategic Intelligence and National Decisions. Glencoe, Illinois: The Free Press, 1956. 187 pp.

A significant study of the role and workings of U. S. intelligence agencies by a former officer in the OSS and research associate at the Center of International Studies, Princeton University. Of particular interest because of the contention that "it is in the strategic intelligence that research--and even the social sciences--will find their real home within the formal structure of government." Unusual because the discussion is largely based on interviews with government officials acting as "producers" or "users" of intelligence (Part II "Attitudes toward the Intelligence Function"). Also included is a "working model" outlining relationships between knowledge and action in foreign policy decision-making (Part III). A condensed version of this book appeared as an article, "Intelligence and Policy Making in Foreign Affairs," World Politics, 5 (October, 1952) 1-45.

21. Kecskemeti, Paul. Utilization of Social Research in Shaping Policy Decisions. Santa Monica, California: The RAND Corporation, April 24, 1961. (P-2289.) 14 pp.

A member of Social Science Division, the RAND Corporation, holds that the most extensive utilization of social scientific methods of fact-finding and analysis is found in economic policy. Open problems, uncertainties, and unknown possibilities arise when one turns to other social sciences--sociology, social psychology, anthropology, etc. Three ways of utilizing scientific theory and research in governmental policy-making are suggested: "discipline" approach, "project" approach, and indirect or informal approach. A discussion of the shortcomings of the "project" approach when used for conducting policy-oriented research in the social sciences is of particular interest.

22. Kissinger, Henry A. "The Policymaker and the Intellectual," The Reporter, 20 (March 5, 1959), 30-35.

The Director of the Defense Studies Program, Harvard University discusses the need for new approaches and policies in the field of foreign affairs and reviews the role of the intellectual in bringing about such changes. Provides generalized observations on factors limiting the influence of outside advisers and experts in a bureaucracy. Finds that the "'expert' not uncommonly is the person who elaborates the existing framework most ably, rather than the individual charting new paths."

23. Lasswell, Harold D. "The Policy Orientation," in The Policy Sciences: Recent Developments in Scope and Method. Edited by Daniel Lerner and Harold D. Lasswell. Stanford, California: Stanford University Press, 1951, pp. 3-15.

A programmatic statement on the purpose and meaning of a policy orientation in the social sciences, this article provides a comprehensive treatment of Lasswell's conception of the "policy sciences." Viewed as a special branch of knowledge in both the social and natural sciences, policy science is defined in terms of "(1) the methods by which the policy process is investigated, (2) the results of the study of policy, and (3) the findings of the disciplines making the most important contributions to the intelligence needs of the time." The article also includes an overview of the evolution of the policy sciences in the period between the two World Wars. The text includes references to important works having a policy orientation.

24. Linton, Ralph, (ed.). The Science of Man in the World Crisis. New York: Columbia University Press, 1945. 532 pp.

This anthology, organized by the well-known anthropologist, contains articles by many specialists in the field of anthropology on basic concepts applicable to the comparative study of culture. Prepared at the time when World War II was drawing to its end, the book is an attempt to involve the "science of man" in planning the post-war world by making its findings available to laymen and representatives of other disciplines. The book has been frequently cited, among others by Harold Lasswell in The Policy Sciences, as one of the foremost expressions of the "policy orientation" in anthropology. For contributions discussing the use of anthropology in policy and administration, see particularly, Ralph Linton, "The Scope and Aims of Anthropology," pp. 3-18, Raymond Kennedy, "The Colonial Crisis and the Future," pp. 306-346, and Felix M. Keesing, "Applied Anthropology in Colonial Administration," pp. 373-398.

25. Leighton, Alexander H. Human Relations in a Changing World: Observations on the Use of the Social Sciences. New York: E. P. Dutton and Co., 1949. 354 pp.

Based on "[A] particular experience in applying some of the principles and methods of social science, especially cultural anthropology, sociology, and psychiatry, to the wartime analysis of Japanese morale." The author's wartime service in the Office of War Information, Foreign Morale Analysis Division provides a point of reference for his discussion of the use of social science research in the formulation and administration of foreign policy; recommendations of how social sciences could be used "in the service of peace." Part I is based on the author's visit to Hiroshima as a research director of the U.S. Strategic Bombing Survey. Part II describes wartime analysis of Japanese morale (See No. 32). Part III contains generalized observations on "The Use of Applied Social Science." Lengthy appendices describe the work, and methods used by the Foreign Morale Analysis Division.

26. Merton, Robert K. "The Role of Applied Social Science in the Formation of Policy: A Research Memorandum," Philosophy of Science, 16 (July, 1949), 161-181.

A contribution to the Philosophy of Science Symposium on "Applied Social Research in Policy Formation," this memorandum is a plea for more extensive analysis of the role of applied social research in policy. "Social Scientists have been so busy examining the behavior of others that they have largely neglected the study of their own situation, problems and behavior." Provides a catalogue of the contexts (organizational, situational, etc.) in which applied social research is conducted and utilized and the functions of research as perceived by social scientists and policy-makers. The discussion of these variables includes a critical examination of the status and potentialities of applied social science.

A shorter version of this article was published in Daniel Lerner and Harold D. Lasswell, (eds.), The Policy Sciences: Recent Developments in Scope and Method. Stanford, California: Stanford University Press, 1951. 344 pp. It appears as the second part of an article by Robert K. Merton and Daniel Lerner, "Social Scientists and Research Policy," pp. 282-307. (No. 94). This same version was reprinted in Warren G. Bennis, et al. (eds.). The Planning of Change: Readings in the Applied Behavioral Sciences. New York: Holt, Rinehart and Winston, 1961. pp. 53-69.

27. Millikan, Max. "Inquiry and Policy: The Relation of Knowledge to Action," in The Human Meaning of the Social Sciences. Edited by Daniel Lerner, et al. New York: Meridian Books, 1959. pp. 158-180.

A valuable essay by the Director of the Center for International Studies at M.I.T., containing important theoretical formulations and generalizations regarding the barriers separating social scientists and policy-makers. The author analyzes what he sees as the major underlying factor: "a series of misconceptions on the part of both researchers and operators as to the relation of knowledge to action in the field of human affairs." Finds that the contribution of social science to policy-making lies neither in the collection of facts nor in the making of predictions but in whether the research "clarifies and makes explicit the logical basis for a conclusion already perceived or suspected."

28. U.S. Department of State. The Scholar and the Policy Maker. (External Research Paper 151.) Washington: Department of State, 1964. 23 pp.

A series of talks given at the plenary session of the Association of Asian Studies, Mayflower Hotel, Washington, D. C., March 20, 1964.

A far-ranging discussion of the role of scholarship in policy-making with emphasis on, but far from restricted to, the contribution of area studies. The participants are: Robert Blum, Council on Foreign Relations (Chairman); Roger Hilsman, School of Advanced International Studies, Johns Hopkins University; George E. Taylor, Director, Far Eastern and Russian Institute, University of Washington; Charles Wolf, Jr., The RAND Corporation; and Henry S. Rowen, Deputy Assistant Secretary of Defense, International Security Affairs.

PART II. SOCIAL SCIENCE IN INTERNATIONAL AND MILITARY POLICY-MAKING SINCE THE BEGINNING OF WORLD WAR II

The writings listed in this part are arranged chronologically under the following two headings:

- (1) The Use of Social Science Research in Military Policy and Operations During World War II; and
- (2) Postwar Trends in Social Science Research Having a Military and International Policy Orientation.

The writings listed in the two sections naturally reflect the changes that have taken place in the relationship of social science research and governmental decision-making since the beginning of World War II. Consequently, the two sections are somewhat different in scope and character.

The first section deals with social science research programs set up to support the war effort in such areas as psychological warfare and propaganda, civilian and military morale and military administration. The writings include descriptive surveys of types of research activities, in most instances those of the research branches of governmental agencies and departments, research findings and utilization of findings; case histories of specific research projects often recorded by social scientists acting as participant-observers; and evaluations of the impact of wartime research opportunities on social science disciplines.

The second section is somewhat broader in scope in that the writings included reflect several different postwar trends in the relationship of social science and international and military policy. This section lists both descriptive-analytic writings and those containing programmatic statements on what should be the role of social science research in these areas of public policy. The trends described and exemplified here all have a strong causal relation to major events on the postwar international scene. Although they have not been listed under separate subheadings, they could be grouped into the following three categories: (1) those describing the entrance of social science and social scientists into new fields of research in the general area of national security affairs and the impact on policy of some of the studies sponsored by governmental agencies and departments, (see also Part IV. 2.); (2) writings describing the dispersion of research functions that were once held by governmental agencies to such non-governmental organizations as non-profit and profit corporations, and university centers (see also Part III.5); and (3) writings describing or illustrating the response of segments of the academic community to events on the international scene. Among other things, this has involved a renewed emphasis on using social science knowledge and research as a means of lessening international tension.

III.1. The Use of Social Science Research in Military Policy and Operations During World War II.

29. Cartwright, Dorwin. "Social Psychology in the United States during the Second World War," Human Relations 1 (1948), 333-352.

Prepared at the request of the American Council of Learned Societies, partly for foreign scholars. Gives an overview of wartime development stressing heavy involvement of social psychologists in government. Describes government research during the war under seven subheadings, among these are: (1) Building Civilian Morale; (2) Enemy Morale and Psychological Warfare; (3) International Relations; and (4) Military Administration. Describes organizational setup, research projects, and use of results in each of these areas. Extensive bibliography (76 titles).

30. Doob, Leonard W. "The Utilization of Social Scientists in the Overseas Branch of the Office of War Information," The American Political Science Review, 41 (August, 1947), 649-667.

A highly instructive and entertaining case history based on the author's experience as psychologist and chief of the Bureau of Overseas Intelligence in the Overseas Branch of the Office of War Information. The article describes the research roles that social scientists carved out for themselves in this organization and their relations with administrators and policy-makers. It records "informal . . . promotional techniques used by social scientists in behalf of social science and themselves...." Illustrative subtitles include: "Research Personnel," "Research Morale," "Marketing of Research," "Outside Obstructions for Research," and "Personal Adjustment."

31. George, Alexander L. Propaganda Analysis: A Study of Inferences made from Nazi Propaganda in World War II. Evanston, Illinois: Row, Peterson and Company, 1959. 287 pp.

With captured German documents as the basis, the author, a member of the staff of the Foreign Broadcast Intelligence Service (FBIS), presently with the RAND Corporation, analyzes and evaluates the accuracy of the method of propaganda analysis pioneered by the FBIS specialists during World War II. Note especially Part III "Methodology and Applications" which illustrates with many concrete cases the effectiveness of the propaganda-analysis methods in predicting an opponent's major actions.

32. Gosnell, Harold F. and Moyca, David C. "Public Opinion Research in Government," American Political Science Review, 43 (June, 1949), 564-572.

Describes potentialities of public opinion research in government and presents examples of government agency activities in public attitude and opinion research. Provides detailed description of the research activities of the Office of War Information. Concludes that "Public opinion research has now well established itself as a tool of administration and a guide for the making of policy decisions."

33. Leighton, Alexander H. "A Case History in Applied Social Science," in his Human Relations in a Changing World: Observations on the Use of the Social Sciences. New York: E. P. Dutton and Co., 1949. pp. 41-95.

A case history of the application of social science research in studies of the social and psychological make-up of the enemy--Japan--during the Second World War conducted by the Foreign Morale Analysis Division in the Office of War Information. A brief account is given of the basic assumption and the method of analysis employed by the Division. Also included in this section is a comparison of the findings of the Division during the Second World War with information secured after the war.

34. Leighton, Alexander H., and Opler, Morris Edward. "Psychiatry and Applied Anthropology in Psychological Warfare Against Japan," The American Journal of Psychoanalysis, 6 (1946), 20-27.

The authors outline the research findings of the Foreign Morale Analysis Division in respect to wartime morale of Japanese soldiers and civilians. A plea is made for using the same methods and concepts in dealing with postwar problems in Japan and elsewhere.

35. Lerner, Daniel. Sykevar: Psychological Warfare Against Germany, D-Day to VE-Day. New York: George W. Stewart, 1949. 463 pp.

"This study reports on Allied Psychological Warfare against Germany in terms derived from contemporary social science, rather than from classical tragedy." Themes, techniques, media, effectiveness, organization, personnel and role of psychological warfare are discussed. Bibliography "Sykevar in World War II."

36. Nichols, Roy F. "War and Research in Social Science," in Symposium on the Organization, Direction and Support of Research, Proceedings of the American Philosophical Society, 87 (January 29, 1944), 361-364.

In this paper read before the American Philosophical Society, November 20, 1944, the author discusses the mobilization of social scientists during World War II for work in the fields of population studies, economic control and public opinion; recognizes that considerable progress was made in social science research during the war; stresses the need for further development of social science techniques better suited to cope with more complex problems; and finally poses various questions as to the postwar demobilization of wartime researchers and research offices.

37. Stouffer, Samuel A. "Studying the Attitudes of Soldiers," Proceedings of the American Philosophical Society, 92 (November, 1948), 336-340.

Contribution to symposium on "Research Frontiers in Human Relations." As far as we know, the only attempt to provide an analytic summary of the experiences of the Research Branch of the Information and Education Division of the War Department in bringing survey results to bear on policy. In the author's book, The American Soldier, references to this subject are scattered throughout the two volumes.

38. Williams, Robin M., Jr. "Some Observations on Sociological Research in Government During World War II," American Sociological Review, 11 (October, 1946), 573-577.

This paper was presented as part of a discussion panel at the Eastern Sociological Society, Sixteenth Annual Meeting, New York, May 5, 1946.

Based upon lessons drawn from World War II "morale research" conducted by the Research Branch of the Information and Education Division of the War Department where the author served as a statistician, the article discusses roles of researchers in a "large bureaucratic research organization," the trend towards group research and its implications for the individual scholar, relations with administrators within the organization, and the position of the research agency within a larger control-structure. The author concludes by advancing some pertinent generalizations regarding the relation of research to "administrative" social action.

39. Woodward, Julian L. "Making Government Opinion Research Bear Upon Operations," American Sociological Review, 9 (December, 1944), 670-677.

A sociologist serving in the Office of War Information outlines the special features and conditions of the wartime research climate in Washington. "The most important of these new conditions is the requirement that most of the research done on government funds in wartime agencies be immediately useful in operations." Discusses how researchers adjusted to these conditions.

Table: "Some Operational Problems and Corresponding Opinion Research Problems Investigated by Government Agencies."

II. 2. Postwar Trends in Social Science Research Having a Military and International Policy Orientation.

40. Bauer, Raymond A. "Our Big Advantage: The Social Sciences," Harvard Business Review, 36 (May-June, 1958). 125-136.

Using the successes of Soviet scientists as his point of reference, the author compares the development of the social sciences in the U. S. with that of the Soviet Union. Recognizes the importance of making an effort to improve the natural sciences but warns that other areas of intellectual activity should not be neglected and that "social science knowledge has a good deal to contribute."

41. Bell, Daniel. "Ten Theories in Search of Reality: The Prediction of Soviet Behavior," in his The End of Ideology: On the Exhaustion of Political Ideas in the Fifties. New York: Collier, 1962, pp. 315-353.

In this essay, the Columbia University sociologist examines critically some of the extraordinary amount of research and writing on the Soviet Union which has been produced in the United States in the postwar period. Much of the research discussed here was done under government sponsorship with the aim of obtaining reliable knowledge of Soviet behavior for use in policy. The author poses two questions: (1) Which theories or approaches have "stood up" in explaining events, and which have not? (2) If one were a policy-maker, which research would one underwrite in the future, and why? He answers these questions by presenting a general review of research on the Soviet Union using categorizations such as characteriological, sociological and political explanations. Two studies are singled out for special attention, "The Operational Code of the Politburo" undertaken by Nathan Leites of the RAND Corporation, and "How the Soviet System Works" by three Harvard sociologists under Air Force sponsorship. The essay also includes notes with useful bibliographic references.

42. Biderman, Albert D. March to Calumny: the Story of American POW's in the Korean War. New York: MacMillan, 1963.
326 pp.

This study of "widespread misperceptions" of events involving American prisoners of war in the Korean conflict can be viewed as a case study of uses and abuses of behavioral research studies relating to a prominent issue of public and military policy. The author, a sociologist associated with Air Force studies of the event, ventures a number of generalizations regarding ways in which policy considerations may be misguided by behavioral research studies even when these are given respectful attention by policy-makers. Research studies of the event are criticized for accepting unreliable administrative categorizations in lieu of behavioral variables and thereby reinforcing rather than correcting some false preconceptions of the event. Nonetheless, the author feels that behavioral studies contributed importantly to informal executive policy decision on this issue.

43. Blake, Robert R. "Psychology and the Crisis of Statesmanship," The American Psychologist, 14 (February, 1959), 87-94.

Presidential address, Southwestern Psychological Association, 1958. Examines several approaches for resolving differences between groups and nations against the background of psychological theory and research. Author contends that research in this area would provide guidelines for clarifying the nature of the problems and for identifying solutions that may reduce intergroup conflicts.

44. Brodie, Bernard. The American Scientific Strategists. Santa Monica, California: The RAND Corporation, October 1964. (P-2979.) 53 pp.

A shorter version of this paper was published as a chapter in Robert Gilpin and Christopher Wright, (eds.). Scientists and National Policy-Making. New York and London: Columbia University Press, 1964.

A political scientist on the staff of the RAND Corporation describes the growth of a profession of military strategists contrasting the postwar situation with that existing before World War II. He analyzes among other things, the founding of research institutes in military affairs and the effect of the institutional framework on developing the interests and skills of scientific strategists; parallels between the method and concepts of strategic analysis and those used in scientific disciplines, especially economics; and some aspects of relations between the analysts and their military clients.

45. Brodie, Bernard. Scientific Progress and Political Science. Santa Monica, California: The RAND Corporation, November 30, 1956. (P-968.) 20 pp.

Paper presented at a meeting of the American Association for the Advancement of Science, New York, December 26, 1956.

A far-ranging discussion of "one of the most important problems facing political scientists today--namely, their deficiencies in coping with policy decisions affecting national security in an atomic age." The author, a political scientist and member of the staff of the RAND Corporation, brings out several factors which so far have worked against an expanded role for political scientists in national security policy, e.g. the nature of political science method and subject matter and the attitudes of many political scientists who find that a preoccupation with military matters is not "wholly respectable."

46. "Digest or Papers and the Program for the Fortieth Annual Meeting of the American Orthopsychiatric Association, Washington, D. C., March 6-9, 1963," American Journal of Orthopsychiatry, 33 (March, 1963), 195 pp. (Whole Issue.)

Among the papers presented in summarized form are numerous contributions on the theme of application of social science for the promotion of peace. Several sessions were held discussing the role of the social scientist in policy-making. See, for example, "Purpose, Policy and Personal Responsibility," pp. 224-228.

47. Hart, Hornell R. "Social Science and the Atomic Crisis," The Journal of Social Issues, Supplement Series No. 2 (April, 1949), 30 pp. (Whole Issue.)

This special supplement analyzes the problem of social science lag in comparison to the growth of destructive power. The author who was active in the New Deal, i.e. on the President's Committee on Social Trends, suggests an operational plan--the Manhattan Project of the Social Sciences--for bringing about the needed upsurge in social science to meet the atomic crisis. An important part of this project (which includes both research and action) is the social scientific study of the role of social science.

48. Hauser, Philip M. "Are the Social Sciences Ready?," American Sociological Review, 2 (August, 1946), 379-384.

In this paper read before the Annual Meeting of the American Sociological Society, Cleveland, Ohio, March 1-3, 1946, the Deputy Director of the U. S. Bureau of Census stresses the urgent need for strengthening research in the social sciences to avert danger of future war. He finds that the "failure of society to utilize the knowledge we have gained is in itself a subject for social science research" and suggests that the situation would be ameliorated if the concept of "social engineering" was clarified.

49. Katzenbach, Edward L., Jr. "Ideas: A New Defense Industry," The Reporter, 24 (March 2, 1961), 17-21.

A Professor of history at Princeton University looks at the practice of government "purchasing" of advice and ideas pertinent to both the "hard" and "soft" aspects of defense planning. Describes proliferation of organizations engaged in production of ideas and advice--RAND, Aerospace, MITRE, the Stanford Research Institute, etc. Points out the existence of a "celibate mistress" relationship between the government and its "captive" organizations.

50. Lasswell, Harold D. National Security and Individual Freedom. McGraw-Hill, 1950. 259 pp.

In this book, Lasswell discusses the problem of maintaining a balance between national security and individual freedom in a time of continuing crises of national defense. In Chapter VII, Section 6, "What the Public Can Do," he deals directly with the contribution of scientists and scholars urging them to infuse their knowledge and expertise into the decision-making structure thereby counteracting trends towards policy being formulated by a small elite. To some extent, this book and Lasswell's other writings on the "garrison state" can be said to have influenced the thinking and motives of social scientists active in government-supported research on problems of national security.

51. Lasswell, Harold D. "The Political Science of Science: An Inquiry into the Possible Reconciliation of Mastery and Freedom," The American Political Science Review, 50 (December, 1958), 961-979.

Presidential address delivered at the annual meeting of the American Political Science Association in Washington, D.C., September 6, 1959. A probing discussion of why political scientists have failed to foresee and comprehend wartime and postwar breakthroughs in science and technology, especially the development of atomic and nuclear energy. Professor Lasswell advances the proposition that "our intellectual tools have been sufficiently sharp to enable political scientists to make a largely correct appraisal of the consequences of unconventional weapons for world politics." He goes on to discuss why this potential contribution has not materialized and suggests ways to develop the "policy science" element of political science.

Reprinted in Nelson W. Polsby et al., (eds.), Politics and Social Life: An Introduction to Political Behavior. Boston, Mass.: Houghton Miflin Co., 1963. pp. 786-798.

52. Lyons, Gene M. "The Growth of National Security Research," The Journal of Politics, 25 (August, 1963), 489-508.

A forerunner to a more extensive study, this article by a Professor of Public Affairs at Dartmouth College describes and reviews the contribution of national security research to policy since the Second World War and finds it an unusual example of relating knowledge and expertise to political action. Describes growth of university and other private research organizations set up as "experts" and "study groups" for the government. Social scientists are viewed as one among many contributing groups (journalists, lawyers, retired military men, etc.) Footnotes with useful bibliographic references.

53. Lyons, Gene M., and Morton, Louis. Schools for Strategy: Education and Research in National Security Affairs. New York: Frederick A. Praeger, 1965. 356 pp.

The first full-length study of teaching and research in national security affairs--institutions, approaches, personalities, and accomplishments. The authors, professors of public affairs and history, respectively, at Dartmouth College, delineate the field of national security research (the social sciences being one of several contributing disciplines), describe academic programs in national security affairs and the growth of research institutes. Warn against the danger that national security affairs should become "little more than an area for government-sponsored policy studies and polemical journalism...." Extensive notes with bibliographic references.

54. Michael, Donald N. "Basic Research for Peace," The Nation, 195 (September 1, 1962), 83-86.

The Director of Planning and Programs of the Peace Research Institute examines in detail the problems and purposes of peace research. Describes growing interdisciplinary peace studies. Lists impressive peace-research facilities but indicates that they are pitifully financed and small. Emphasizes that peace action groups should make greater use of the findings from peace research.

55. Mosely, Philip E. "Research on Foreign Policy," in Research for Public Policy. Washington, D. C.: The Brookings Institution, 1961. pp. 43-72.

Lecture delivered at the dedication ceremonies for the Brookings Institution Center for Advanced Study in November, 1960. The Director of Studies, Council on Foreign Relations gives a comprehensive review and critical analysis of growth of the foreign policy research field over the past 15 years--wartime and cold war mobilization of research talents, operational problems in government-conducted research, role of private research, need for cooperation, etc. The lecture was followed by a discussion with Robert R. Bowie, Klaus Knorr and Arnold O. Wolfers as panelists.

56. "Planners for the Pentagon," Business Week (July 13, 1963), 56-90.

The article points out that the complexity and seriousness of defense in the nuclear age necessitates the utilization of knowledge possessed by civilian intellectuals, drawn from universities and research centers for analysis and formulation of policy. Roles and types of these so-called "defense intellectuals" are discussed with illustrative examples. The policy research work of RAND and IDA (Institute for Defense Analysis) is given special emphasis.

57. Posvar, Wesley W. "The Impact of Strategic Expertise on the National Security Policy of the United States," Public Policy 13 (1964), 36-69.

The author who teaches political science at the Air Force Academy, describes developments in strategic analysis since World War II placing his discussion in the framework of a "system of strategic expertise" built around the following elements: (1) A community of intellectuals within the "policy elite" which devotes itself to the study and analysis of national security policy; (2) a dispersion of the strategy-making process among a variety of governmental and non-governmental organizations; (3) techniques of analysis involving use of methods from various scientific fields and academic disciplines; and (4) an output of the system which may be regarded as "expertise" or "scientific strategy."

58. Russell, Roger W. (Issue Editor). "Psychology and Policy in a Nuclear Age," The Journal of Social Issues, 17, No. 3 (1961), 87 pp. (Whole Issue.)

Contains a few psychologists' papers presented at the 1960 Annual Convention of the American Psychological Association. The issue considers the psychological aspects of national policy in the maintenance of peace. See especially Roger W. Russell, "Roles for Psychologists in the Formulation and Evaluation of Policy," pp. 79-84.

59. Sander, Herman J. "The Uses of Sociology for Military Intelligence, Strategic Planning and Psychological Warfare." A Paper prepared for Annual Meeting of the American Sociological Association, Washington, D.C., August 29 to September 2, 1962. 26 pp.

The deputy director of the Behavioral Sciences Division, Air Force Office of Scientific Research, reviews contributions of sociology and related disciplines to plans and operations in the above-mentioned areas. He is of the opinion that the disciplines "have had a greater impact upon this area of military activity than is generally realized by sociologists themselves." Suggests areas for increased research. 46 references.

60. Singer, David J. "Peace Research, Peace Action," Bulletin of the Atomic Scientist, 19 (January, 1963), 13-17.

This article reports the results of "a modest survey and appraisal of the peace movement as it now exists among American intellectuals." The information reported was obtained from a questionnaire sent to about 125 persons, listed as panel chairmen, coordinators, or consultants at the June, 1962 conference of the Congress of Scientists on Survival (SOS). The survey elicited responses on such items as what substantive questions and issues were considered most important and most researchable, preferences regarding research strategy, and the organization and financing of "peace research."

61. Walsh, John. "Social Science: Cancellation of Camelot after Row in Chile Brings Research under Scrutiny," Science, 149 (September 10, 1965), 1211-1213.

A report on the background of Project Camelot sponsored by the Army's Special Operations Research Office (SORO) and some of the events leading to its cancellation, this article discusses the lessons that can be drawn from this episode. Among other things, the author suggests more extensive use of review panels and points out that SORO could use the support of "a distinguished board like the RAND Corporation, or a consortium of universities like that which backs the Institute for Defense Analyses."

PART III. ORGANIZATIONAL DIMENSIONS IN THE INTERACTION OF SOCIAL SCIENCE RESEARCH AND INTERNATIONAL AND MILITARY POLICY

In this and the following Part (III and IV) some of the major elements of a suggested paradigm for studying the role of social science research in policy-making are listed, and illustrated by relevant writings. The focus in Part III is on the organizational dimensions of the interaction of social science and public policy. Part IV deals with the substance of social science method and findings as it relates to types of knowledge and information needed in international and military policy-making.

The writings in this part are descriptive and analytic. They describe characteristics and actions of governmental agencies and departments having functions entailing use or control of social science research. The various organizational forms used for producing policy-oriented research are likewise described and analyzed. The different role orientations of the policy-oriented social scientist and their relation to organizational contexts are treated.

The writings listed in this part have been arranged under five subheadings. Following the headings, which are listed below, is a short description of the content of each section:

(1) Social Science Research in the Federal Government (General)

Description and analysis of those characteristics of the Federal governmental structure that affect the use and control of government-supported research in the social sciences. Analysis of elected factors affecting the use of research in the Executive branch, e.g., bureaucratic restraints, Congressional control, etc.

(2) Social Science Research in the Department of State and the National Military Establishment.

Research programs in international and military affairs are related to the institutional settings in which they are most likely to operate. The writings included here treat the special characteristics of these settings and those of the actors who figure as primary users.

(3) Organizing to Produce Research for Public Policy (General)

Generalized observations regarding organizations and organizational trends relevant to the development of social science knowledge for use in public policy.

(4) Organizing to Produce Knowledge for Use in International and Military Policy

Examples of major organizational forms developed to meet the need for knowledge in international and military policy-making (contract research, nonprofit research corporations, university research centers, etc.); proposals for new types of organizations for the development of knowledge on socio-political aspects of international and military policy.

(5) Image and Role in Policy Oriented Social Science

Materials analyzing the actual and potential contribution of social science to policy in terms of the role and value orientation of the applied social scientist; examples of specific role orientations linked to different organizational settings; examples and analyses of popular attitudes toward policy-oriented social science.

III.1. Social Science Research in the Federal Government (General).

62. Alpert, Harry. "Congressmen, Social Scientists, and Attitudes Toward Federal Support of Social Science Research," American Sociological Review, 23 (December, 1958), 682-686.

Former Director of National Science Foundation research program in the social sciences gives retrospective view on development of congressional attitudes and actions in respect to social sciences during twelve years since the Senate voted to exclude the social sciences from National Science Foundation Act. Finds "growing positive interest" but is also able to identify nine major issues in opposition to the social sciences frequently found in debates.

63. De Grazia, Alfred. "The Government in Behavioral Science: Some Critical Notes." The American Behavioral Scientist, 7 (May, 1964), 25-31.

In this discussion of the status and role of behavioral science research in government, the Editor of the American Behavioral Scientist draws upon findings of the survey of the federal government in behavioral science conducted by his journal. (The results of the survey are presented elsewhere in the issue.) He finds, among other things, that there is no overall allocation of funds and resources in the federal behavioral science research program, but doubts that a "proper" balance between competing research projects could be achieved, and that new ideas on the research level are few; here he blames a "value-free" approach to problems studied.

64. Graham, Milton D. Federal Utilization of Social Science Research: Exploration of the Problems. (A Preliminary Paper.) Washington, D. C.: The Brookings Institution, 1954. 146 pp.

The author, an associate of the Brookings Institution, describes trends in federally supported research in the social sciences and discusses the problems of utilization of research in governmental agencies. Suggests methods to be used in studying utilization and outlines topics for research. Among these are: organizational and bureaucratic restraints, the effects of the contract research program, and the effects of the government security programs. 10 Tables. Footnotes with useful bibliographic references.

65. Lundberg, George A. "The Senate Ponders Social Science," The Scientific Monthly, 64 (May, 1947), 397-411.

A well-known sociologist discusses the reasons for not making social science part of the National Science Foundation. Analyzes the attitudes of legislators toward the social sciences in an attempt to find clues as to the nature of the obstacles to overcome. Concludes that the exclusion "should perhaps not be taken as reflecting any considered hostility . . . on the part of the Senate, but simply as a reflection of the common feeling . . . that at best the social sciences are a propagandist, reformist, evangelical sort of cult."

66. Russell Sage Foundation. Effective Use of Social Science Research in the Federal Service. New York: Russell Sage Foundation, 1950. 47 pp.

This pamphlet gives a brief but insightful discussion of the subject-matter. The concern is "what the government can do to increase and improve the utilization of the social sciences in the accomplishment of its objectives." Against the background of an exposition of uses of social science research in government during World War II, it discusses issues such as the need to make applied research cumulative, the role of the "social science technician," and problems of obtaining adequate personnel serving both as "users" and "producers" of research.

III.2. Social Science Research in the Department of State and the National Military Establishment.

67. Brown, MacAulister. "The Demise of State Department Public Opinion Polls: A Study in Legislative Oversight," Midwest Journal of Political Science, 5 (February, 1961), 1-17.

A case-study of a controversy over State Department use of public opinion polls to show favorable attitudes toward foreign aid. While the executive officers contended that the polls provided useful information, the congressmen involved charged that the polls were used for propaganda purposes.

68. Croker, George W. "Some Principles Regarding the Utilization of Social Science Research Within the Military," in Glock, Charles Y., et al. Case Studies in Bringing Behavioral Science Into Use. Vol. I of Studies in the Utilization of Behavioral Science. Stanford, California: Institute for Communication Research, Stanford University, 1961. pp. 112-125.

Using the Air Force as a "laboratory," a former administrative officer of the Human Resources Institute examines the process of change within a military setting with attention to problems in utilizing social science research. Analyzes four research projects undertaken by the Institute: the Ethics Project; the Air University Far East Research Group; Project Repair (A Study of Repatriated Prisoners of War); and the working model of the Soviet social system.

69. Elder, Robert E. "The Public Studies Division of the Department of State: Public Opinion Analysts in the Formulation and Conduct of American Foreign Policy," Western Political Quarterly, 10 (December, 1957), 783-792.

The article describes the organization and function of the Public Studies Division of the State Department in the formulation and conduct of American foreign policy, and discusses, particularly, the significance of public participation as well as utilization of individuals' knowledge in formulating and assessing foreign policy.

70. Evans, Allan, and Gatewood, R. D. "Intelligence and Research: Sentinel and Scholar in Foreign Relations," The Department of State Bulletin, 42 (June 27, 1960), 1023-1028.

In this brief discussion of the operation of the State Department's Bureau of Intelligence and Research (INR), the authors, both associated with the Bureau, reveal the extent of INR's research activities and the utility of its research products in the intelligence aspects of national policy formulation.

71. Janowitz, Morris. Sociology and the Military Establishment. New York: Russell Sage Foundation, 1959. 112 pp.

The author appraises the present state and the outlook for sociological analysis of the military establishment and discusses problematic issues in applying sociological theory and research to the analysis of problems of importance to the military. Note especially Part VI "The Soldier and International Relations," pp. 96-106.

72. Jordan, Amos., Jr., and Schless, William A. "Social Science and the Military Profession," Military Review, 43 (December, 1963), 16-22.

This article by two Army officers, one of whom is a social science professor at the U. S. Military Academy at West Point, explains the importance of the social sciences to today's military man, discussing relevance of findings of each discipline. The authors hold that the social sciences have concepts and methods that could aid military leaders in their responsibility to share actively in the development of national and international policy.

73. Lanier, Lyle H. "The Psychological and Social Sciences in the National Military Establishment," The American Psychologist, 4 (May, 1949), 127-147.

Based on the author's experience as Executive Director of the Committee on Human Resources of the Research and Development Board during the year 1947-48, this is a highly informative exposé over the organizational and administrative structure of the National Military Establishment especially as it concerns agencies conducting or sponsoring research in the psychological and social sciences. Organizational charts, tables, and references included.

74. Young, Hobart N. "Social Science Sources for Military Thinking," Social Science, 33 (June, 1958), 134-142.

Urges the use of data-processing methods and machines to sift materials from academic sources for military implications and utilization. Finds dissemination of social science findings to the military, especially specialists in the field of intelligence, hampered by absence of criteria and rubrics informing the military reader of relevance of work.

III.3. Organizing to Produce Research for Public Policy

75. Glock, Charles Y. "Some Implications of Organization for Social Research," Social Forces, 30 (December, 1951), 129-134.

The Director of the Bureau of Applied Social Research at Columbia University discusses the interplay between the nature and role of research and its organization. Provides categorization of characteristics necessary for the survival of social research organizations and explains how these attributes may foster the attainment of research objectives.

76. Lazarsfeld, Paul F. "The Sociology of Empirical Social Research," American Sociological Review, 27 (December, 1962), 757-767.

This presidential address at the 57th Annual Meeting of the American Sociological Association, September 1, 1962, "deals with the interrelation between the organization of social research and methodology. Five general points are made: (1) empirical research requires a specific kind of organization, namely, institutes; (2) induced sensitivity to methodology can be fruitful for general sociological analysis; (3) the contemporary scene in social research must be understood in appropriate historical context; (4) today's social research institutes raise important organizational problems . . .; and (5) the substantive work these institutes are carrying out needs to, and soon will, undergo considerable broadening."

77. Ostrom, Vincent. "Public Policy Studies: An Approach to Governmental Research," in The Research Function of University Bureaus and Institutes for Government-Related Research. Edited by Dwight Waldo. Berkeley, California: Bureau of Public Administration, University of California, 1960. pp. 159-178.

In this article prepared for the Conference on the Research Function of the University Bureaus and Institutes for Government-Related Research, held at Berkeley, August 17-28, 1959, the Director of the Policy Studies Program, Bureau of Governmental Research at University of California examines approaches to public policy studies and then proceeds to a discussion of the function of university bureaus in providing intelligence for decision-makers. He urges the bureaus and institutes of governmental research to meet standards both of practicability and of theoretical significance in the conduct of their work.

III.4. Organizing to Produce Knowledge for Use in International and Military Policy.

78. Bennis, Warren G. "The Social Science Research Organization: A Study of the Institutional Practices and Values of Interdisciplinary Research." Unpublished Ph.D. dissertation, Massachusetts Institute of Technology, 1955.

79. Bennis, Warren G. "The Social Scientist as Research Entrepreneur: A Case Study," Social Problems, 3 (July, 1955), 44-49.

A version of a paper read at the 1954 Annual Meeting of the American Sociological Society. Based upon a Ph. D. thesis, it deals with a new type of intellectual organization which has grown up in response to such developments as: (1) the need for interdisciplinary and team research; (2) the magnitude of world problems; (3) the availability of large sums of money from government and foundations. Case study of an organization called the Hub (a pseudonym) located at a large university. Discusses changing social roles of the social scientists in the organization and their relations to outside "users" of knowledge.

80. Bray, Charles W. "The Effects of Government Research Contracts on Psychology," The American Psychologist, 7 (December, 1952), 710-713.

Contribution to a symposium held at the Midwestern Psychological Association in 1952. A member of the staff of the Air Training Command Human Resources Research Center discusses conditions which must exist if government expenditures for contract research are to have a beneficial effect upon psychology. Examines barriers which must be eliminated. Among these are: problem of basic as against applied research; conflict of interest between buyer and seller; and conflict between individual research worker and society. Suggests that situation would be ameliorated if there were recognition "of the kind of psychological research which is really required to assist the government."

81. Darley, John G. "Contract Support of Research in Psychology," The American Psychologist, 7 (December, 1952), 719-721.

Contribution to a symposium held at the Midwestern Psychological Association in 1952. Analyzes the effect of contract support in psychology posing questions such as whether psychologists have oversold themselves and their products; whether certain groups have received contract support to the exclusion of others; and whether contract support has led to "empire building" in the psychological science.

82. Friedman, Saul. "The RAND Corporation and Our Policymakers,"
The Atlantic Monthly, 212 (September, 1963), 61-68.

A journalist's description of the RAND Corporation which details origin, objectives, structure, and functions. Presents a critical appraisal of the impact of RAND research on government policy-making in the fields of foreign affairs and strategy.

83. Hilsman, Roger. "Planning for National Security: A Proposal,"
Bulletin of the Atomic Scientists, 16 (March, 1960), 93-96,
112.

Based on informal discussions among scholars and research administrators in the field of national security affairs, the Deputy Director of the Legislative Reference Service, Library of Congress proposes organizational changes which would help in recognition of emerging problems in time to evolve effective and imaginative policies. Describes functions of two proposed organizations--National Research Organization (NRO) and National Objectives Planning Staff (NOPS).

84. Hutchinson, Charles E. "An Institute for National Security Affairs,"
The American Behavioral Scientist, 4 (September, 1960),
31-35.

Chief of Behavioral Sciences Division, Air Force Office of Scientific Research, suggests means for fuller use of behavioral science research in formulating national security policy. For this purpose, he proposes the establishment of the Institute for National Security Affairs whose various branches would be charged with developing concepts and potential programs for use three to ten years in the future and would not have any operating responsibilities.

85. Jackson, Henry M. "An Academy of National Policy." A Graduation Address at Industrial College of the Armed Forces, Washington, D. C., June 11, 1958. 7 pp. (Mimeographed.)

Senator Jackson, a member of the Senate Armed Services Committee, deplores the failure to utilize talents in all fields effectively in the interest of national policy of survival; proposes the establishment of an Academy of National Policy in Washington.

86. Kraft, Joseph. "RAND: Arsenal for Ideas," Harper's Magazine, 221 (July, 1960), 69-76.

In this article, a former staff member of the New York Times depicts the nature, function, and importance of a research organization like RAND. The author quotes Albert Wohlstetter of the RAND Economics Division as saying that the primary function of RAND is to help "solve the decision maker's problem of being ready for many contingencies."

87. Lanier, Lyle H. "Contract Research as a Problem in the Sociology of Science," The American Psychologist, 7 (December, 1952), 707-709.

Contribution to a symposium held at the Midwestern Psychological Association in 1952 by Professor of Psychology at University of Illinois. In a discussion of contract research as an organizational form for applied research, the author deals with three classes of issues: (1) external control; (2) bureaucratic planning; and (3) emphasis on applied research.

88. Smith, Bruce Lee Raymond. "Strategic Expertise and National Security Policy: A Case Study," Public Policy, 13 (1964), 69-106.

This article by a member of the Staff of the RAND Corporation reviews the origins, execution, and eventual communication to Air Force policy-makers of a RAND study: The Strategic Bases Study (Rand Report 266). This case study attempts to analyze the role of RAND research and advise in the policy formation process. Postwar trend to include social scientists (particularly economists) in a scientific advisory function is pointed out.

89. Smith, Bruce Lee Raymond. "The RAND Corporation: Case Study of a Non-Profit Advisory Corporation." Unpublished Ph. D. dissertation, Harvard University, 1964. 630 pp.

One of the most extensive studies of RAND's history, organization, and operation. See especially, Chapter II "The Role of Research" which presents a theoretical discussion and Chapter III "RAND in Operation: Some Case Studies." Although the cases studied deal with research in the physical and engineering sciences, they are interesting examples of charting the history of research projects from initiation to completion and include an assessment of the impact of each project on policy.

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III.5. Image and Role in Policy-Oriented Social Science.

90. Alger, Chadwick F. "The Role of the Private Expert in the Conduct of American Foreign Affairs." Unpublished Ph. D. dissertation. Princeton University, 1958. 399 pp.

A study of the utilization of private experts by the civilian foreign affairs agencies of the U. S. government based on interviews with some sixty government officials and private experts. The experts furnishing the government with specialized knowledge working either as consultants or under contract with governmental agencies are two among four categories of experts discussed. The others are: (1) public advisory committees; and (2) private members of delegations to international conferences.

91. Backstrom, Charles H. "The Social Scientist as Policy Advisor," Paper delivered at the Annual Meeting, American Political Science Association, St. Louis, Missouri, September 6 to 9, 1961. 13 pp.

The role of the social scientist as policy advisor is described by a professor of political science under the following headings: (1) Why Advise?; (2) The Use of Political Science to Policy-Makers; (3) Types of Advisors (full-time official advisors, advisory councils, consultants, etc.); and (4) Successful Advising (a few steps to this end are recommended).

92. Blum, Richard H. and Funkhouser, Mary Lou. "Legislators on Social Scientists and a Social Issue: A Report and Commentary on Some Discussions with Lawmakers about Drug Abuse," The Journal of Applied Behavioral Science, 1 (January-February-March, 1965), 84-112.

Based on an interview study of California legislators, this article by two members of the staff of the Institute for the Study of Human Problems at Stanford University contains material on the attitudes of lawmakers towards social science and social scientists. The article discusses the opinions of lawmakers in respect to the general usefulness of social science knowledge, and attitudes regarding the capability of social scientists to fill specific informational needs in the area of drug legislation. In this latter part, the social sciences are compared with other sources of knowledge and advice (e.g., the medical profession, law enforcement officers, etc.). Willingness to listen to social scientists is related to philosophical orientation. The "pragmatic" lawmaker is found to be more receptive to social science information than his "moral absolutistic" colleague.

93. Cater, Douglass. The Intellectual and the Politician. Cambridge, Mass.: Center for International Studies, Massachusetts Institute of Technology, 1961. 14 pp.

Talk delivered at the Central Conference on Ideas and Action arranged by the Center for International Studies, held in Dedham, May 18-21, 1961. A journalist on the staff of the Reporter presents an overview of the intellectual and his relation to policy-making bodies at the beginning of the Kennedy Administration.

94. De Grazia, Alfred. "The Hatred of New Social Science," The American Behavioral Scientist, 5 (September, 1961), 5-13.

The Editor of the American Behavioral Scientist "examines the range of attacks against behavioral science and finds them generally wanting in validity and balance. He suggests a typology of 'misocioscientists' and asks for a continued controlled expansion of the social sciences, and improved relations with public policy." Divides attackers into four categories: (1) those basing their attacks on what they feel are the bad habits of social science and scientists; (2) those arguing that social science is impossible; (3) those who feel it is insufficiently equipped to study man; or (4) those arguing that its implications, that is, control of man, are undesirable.

95. Goodenough, Ward H. "The Growing Demand for Behavioral Science in Government; Its Implications for Anthropology," Human Organization, 21 (Fall, 1962), 172-176.

This article was followed by "A Comment" by Anne Parsons; "Reply to Anne Parsons" by Goodenough; and Parsons' "Rejoinder to Ward Goodenough," in Human Organization, 23 (Summer, 1964), 53-58.

A revealing exchange of letters, illustrative of widely divergent opinions among social scientists concerning the role of the scientist in relation to his clients in the bureaucracy. Goodenough holds that research should be directed toward answering more specific questions "after officials have decided what are the classes of phenomena that they must take into account in developing a program or policy." Parsons contends that this would mean that one is "voluntarily abrogating the right of the intellectual to determine for himself the questions... which are most worthy of investigation."

96. MacKnight, Jesse M. "The Contributions of Research to Operating Experience," The Public Opinion Quarterly, 16 (Winter, 1952-53), 561-564.

A member of the Policy Staff of the International Information Administration of the Department of State, gives his views of usefulness of social science research in policy and operations. Makes a plea for more clear and concise language in research reports and adherence to deadlines on the part of researchers.

97. Merton, Robert K., and Lerner, Daniel. "Social Scientists and Research Policy," in The Policy Sciences: Recent Developments in Scope and Method. Edited by Daniel Lerner and Harold D. Lasswell. Stanford, California: Stanford University Press, 1951. pp. 282-307.

First part of article by Lerner provides important insight into present social roles of social scientists. Includes, among other things, results of nationwide survey on prestige of selected professions. Social prestige related to the potential growth of the "policy sciences" with authors concluding that the "rewards of income and power now tend clearly in favor of the bureaucratized intellectual as against the academic scientist,"

Second part of article, "The Application of Social Science to Policy Formation" by Robert K. Merton, is drawn from his contribution to the Philosophy of Science, 16 (1949), 161-181. (See No. 25.)

This article was reprinted in Warren G. Bennis, et al. (eds.), The Planning of Change: Readings in the Applied Behavioral Sciences. New York: Holt, Rinehart and Winston, 1961. pp. 53-69.

98. Osgood, Charles E. "The Psychologist in International Affairs," The American Psychologist, 19 (February, 1964), 111-118.

A candid discussion of the ingredients that the author feels were required "to make an ordinary, self-satisfied experimental psychologist--with more scientific jobs planned than his life can encompass anyhow--into a 'peacenik' who spends nearly half of his time writing, lecturing, consulting, and doing research aimed at reducing international tensions." Discusses professional role orientations of psychologists with interest in international affairs under two broad categories, "action" and "research."

99. Perry, Simon D. "Conflict of Expectations and Roles in Policy Science Behavior." Ph.D. dissertation, Michigan State University, 1961. mimeo.

Focusing his study on role and goal expectations of scientists, scientist-administrators and administrators of the Michigan Department of Mental Health, the author uses as his material extensive interviews which probe such questions as the perceptions of various classes of respondents of themselves and each other, their value orientations in regard to types of research activities in the sciences and social science, and factors linked to the utilization of research products. The author concludes that "on the basis of the evidence of this study, conditions necessary for the development of a policy science do not yet widely exist." As important conditions for the development of a policy science approach in the Lasswellian sense, the author cites: (1) widely shared support of basic or fundamental research; (2) strong emphasis on empirical theory construction; and (3) continued emphasis on the development of new techniques especially advanced mathematical techniques.

100. Schlesinger, Arthur, Jr. "The Statistical Soldier," Partisan Review, 16 (August, 1949), 852-856.

Critical review of: Samuel A. Stouffer, et al., The American Soldier: Adjustment During Army Life, Vol. I of Studies in Social Psychology in World War II (Princeton: Princeton University Press, 1949), 675 pp.

Using The American Soldier as his point of reference, the author launches a vehement attack against the social sciences in general and their wartime "achievements" in particular.

101. Silvert, Kalman H. "American Academic Ethics and Social Research Abroad: The Lesson of Project Camelot," American Universities Field Staff Reports, 12 (No. 3, July 1965), 21 pp. (Whole Issue.)

A political scientist with a long-standing interest in Latin American studies discusses ethical problems in the social science profession which he feels have been sharpened, not invented, by Project Camelot. The article focuses on three relationships: "the first between social science and the government; the second between professional competence and integrity; and the third, between Latin American studies as such and the general performance of the American academic community."

102. Whyte, William H., Jr. "The Social Engineers," Fortune, 45 (January, 1952), 88-91, 108.

In this description of the spread of the "movement" of social engineering, the author of "Street Corner Society" mixes wit and vehemence. He points out how the "message" of social engineering is being spread in local and national governmental affairs by "peace planners," "citizen engineers," and "community clinicians." Finds that this development "may eventually provoke a know-nothing revulsion so extreme that any kind of rational inquiry into man's behavior will come to be viewed as not only amoral but immoral."

PART IV. THE SUBSTANCE OF SOCIAL SCIENCE KNOWLEDGE AND POLICY NEEDS IN INTERNATIONAL AND MILITARY AFFAIRS

Part IV constitutes the second part of a suggested paradigm for studying interactions of social science research and international and military policy-making. It focuses on the substance of social science methods and findings as they relate to the types of knowledge needed in international and military policy-making. The writings included are limited to those in which the discussion of what constitutes applicable social science findings and methods is based on an explicit conception of the type of knowledge needed in the policy area in question. The policy areas treated have also been kept broad enough so as to suggest some general criteria for determining the applicability of different elements of social science knowledge to policy-making.

The writings listed have been grouped under two subheadings:

- (1) The Applicability of Select Social Science Methods to International and Military Policy Formulation

Writings discussing the usefulness of selected social science methods (survey research, public opinion polls, simulation techniques, etc.) in formulating and evaluating policy in the international and military fields. A few works discussing the applicability of survey methods to general problems of governmental policy have also been included.

(2) Criteria for Developing Research Strategies for Use in International and Military Policy-Making

Writings discussing types of social science concepts, theories and data needed for policy formulation and evaluation in selected areas (psychological warfare, limited war, issues pertaining to nuclear warfare, etc.). Some writings relating social science research to a specific stage in the policy formulating process, that of intelligence gathering, have also been included. The writings listed have been selected because they suggest propositions concerning criteria to be used in making decisions regarding research strategies in these fields. Among the issues discussed having relevance to the development of research strategies are: decisions concerning what should be the degree of operational significance of research findings; the use of existing knowledge as distinguished from research aimed at new findings; criteria for the selection of variables, e.g. their manipulability.

IV.1. The Applicability of Selected Social Science Methods to International and Military Policy Formulation.

103. Carter, Launor F. "Survey Results and Public Policy Decisions," Public Opinion Quarterly, 27 (Winter, 1963), 549-557.

Paper presented by former Chief Scientist of the U. S. Air Force at the Annual Conference of the American Association for Public Opinion Research at Lake George on May 17, 1963.

Deals with action implications of surveys conducted by the Air Force Office of Scientific Research, among these, Project Outcome. Finds that: (1) survey results form only part of information needed for decision-making; (2) action implications need to be clearly formulated to be of use to administrators; and (3) in order for results to be communicated to planners there must be continuity of personnel at the administrative level.

104. Goldhamer, Herbert, and Speier, Hans. "Some Observations on Political Gaming," World Politics, 12 (October, 1959), 71-83.

This article by two members of the staff of the RAND Corporation gives a description of the use of gaming for the study of foreign affairs by the Social Science Division of RAND. In a discussion of the utility of gaming in policy-oriented research the authors find "that the game served to suggest research priorities . . . and to define . . . problems in a manner that would make the research more applicable to policy and action requirements."

105. Guetzkow, Harold, et al.. Simulation in International Relations: Developments for Research and Teaching. Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1963. 248 pp.

This book consists of seven essays on simulation techniques in the study of international relations developed by the International Relations Program of Northwestern University. Note especially, Chapter I "Some Perspectives on the Use of Experimental Techniques in the Study of International Relations" in which a discussion of policy-oriented and research-oriented simulation and extensive references on the subject of simulation techniques are included.

106. Klapper, Joseph T., and Lowenthal, Leo. "The Contributions of Opinion Research to the Evaluation of Psychological Warfare," The Public Opinion Quarterly, 15 (Winter, 1951-52), 651-62.

The article reviews the contributions of opinion research to the evaluation of American international broadcasting, discussing some of its shortcomings and suggesting modes of overcoming them. The authors, both associated with U. S. government foreign informational activities, put special emphasis on two needs that are crucial in the evaluation of psychological warfare: "the need for a systematic technique of relating content analysis and effect studies, and the need for empirical study of techniques for obtaining information about large groups of persons who are themselves inaccessible to research."

107. Likert, Rensis. "The Sample Interview Survey as a Tool of Research and Policy Formation," in The Policy Sciences: Recent Developments in Scope and Method. Edited by Daniel Lerner and Harold D. Lasswell. Stanford, California: Stanford University Press, 1951, pp. 233-251.

This article by the Director of University Michigan Survey Research Center examines the origins and uses of the "sample interview survey" and includes illustrative examples of use of interview surveying in government during the Second World War.

108. Likert, Rensis. "Opinion Studies and Government Policy," Proceedings of the American Philosophical Society, 92 (November, 1948), 341-350.

Describes great potentialities of the sample interview survey in policy and decision-making. Discusses usefulness of sample interview survey; "(It) can collect data on people's desires, problems and needs, on their opinions, their knowledge and misinformation, and on their behavior." Cites examples from studies conducted during the Second World War.

109. Yarmolinsky, Adam. "Confessions of a Non-User," Public Opinion Quarterly, 27 (Winter, 1963), 543-548.

Paper presented by the Special Assistant to the Secretary of Defense at the Annual Conference of the American Association for Public Opinion Research at Lake George on May 17, 1963.

Discusses restrictions of usefulness of public opinion research to policy-makers in the area of national security affairs. Suggests that in most cases "the problem was not to discover the state of public opinion on the subject, but rather to try to find a way to make clear why the government had decided on a particular course of action . . ." Public opinion research could contribute most by "providing analytical models of the process of opinion formation . . ."

IV.2. Criteria for Developing Research Strategies for Use in International and Military Policy-Making.

110. Bray, Charles W. "Toward a Technology of Human Behavior for Defense Use," American Psychologist, 17 (August, 1962), 527-541.

A summary of the recommendations of the Research Group in Psychology and the Social Sciences established at the Smithsonian Institution for the purpose of planning a long-range research program on human behavior for defense use. The author, a member of the Research Group, discusses the objective of defense research in psychology and the social sciences and describes the recommendations of, among others, the task group charged with reviewing military research needs in the area of persuasion and motivation. The reports emanating from the Research Group are not available to the general public.

- III. Cottrell, Leonard S., Jr. "Social Research and Psychological Warfare," Sociometry, 23 (June, 1960), 103-119.

Paper originally presented at the meeting of the American Sociological Society, September 2, 1955, as part of the session on Social Research with Reference to Defense Programs.

The author, a sociologist at the Russell Sage Foundation with extensive experience as an advisor on government research, links the absence of systematic research in psychological warfare policies and operations to handicaps presented by the concept itself and ensuing organizational confusion. Last part deals with the need to increase the scientific value of the work in the field of political communications.

112. Daugherty, William E. and Janowitz, Morris, (eds.). A Psychological Warfare Casebook. Baltimore, Maryland: Operations Research Office, 1958. 880 pp.

This casebook was prepared as a training medium for individuals assigned to the field of international communications and psychological warfare. Chapter 7 contains a useful treatment of the role of research and analysis in psychological warfare built around experience gained in World War II. For an article of particular pertinence, see John W. Riley, Jr. and Leonard S. Cottrell, "Research for Psychological Warfare," pp. 536-545. Extensive bibliographic references.

113. Davison, W. Phillips. "The Role of Research in Political Warfare," Journalism Quarterly, 29 (Winter, 1952), 18-30.

Talk given at the meeting of the American Association for Education in Journalism, Urbana, Illinois, August 28, 1952 by a member of the staff of the RAND Corporation.

Political warfare is defined broadly as referring to the "planned use of communication, policies, and overt action to influence the emotions or attitudes of selected publics and thus affect their behavior in such a way as to further national objectives." The function of research in political warfare is seen as the formulation of research problems of immediate or ultimate operational significance and attempting the solution of such problems by studying past experience, by applying various concepts and techniques from the sciences concerned with human behavior, or by gathering selected materials regarding certain target audiences.

114. Higgs, Louis D. and Weinland, Robert G. Project Michelson, Status Report I, February 1, 1964. China Lake, California: U. S. Naval Ordnance Test Station, April 1964. 122 pp.

This presentation of Project Michelson gives as the major goal of this research program to "formulate, test, and apply behavioral (political and psychological) criteria to U. S. choices of deterrent actions and weapons systems." Part I, "Project Michelson in Perspective" establishes a distinction between "policy research" and "policy analysis" and provides a discussion of specific social science methods, theories, and concepts that will be applied to the overall problem of deterrence.

115. Hutchinson, Charles E. "The Meaning of Military Sociology," Sociology and Social Research, 41 (July-August, 1957), 427-433.

Chief of Behavioral Sciences Division, Air Force Office of Scientific Research delineates the field of military sociology and discusses resources and contribution. Analyzes unmet needs for research and the future of the field.

116. Knorr, Klaus. "The Intelligence Function," in Pool, Ithiel de Sola, et al. Social Science Research and National Security. A Report Prepared by the Research Group in Psychology and the Social Sciences. Washington, D. C.: Smithsonian Institution, 1963, pp. 75-101.

In a probing discussion of the actual and potential contribution of the social sciences to intelligence work, the Director of the Center for Internal Studies at Princeton focuses on social science concepts, theories and techniques that are of particular interest to the intelligence community and discovers affinity of interests and needs. References to other writings on this subject are included.

Also published as Research Monograph No. 17, Center of International Studies, Princeton University, June 1, 1964 under title "Foreign Intelligence and the Social Sciences," 58 pp.

117. Lybrand, William A., (ed.). Symposium Proceedings: The U. S. Army's Limited-War Mission and Social Science Research, March 26, 27, 28, 1962. Washington D.C. : Special Operations Research Office, June 1962. 393 pp.

The general objectives of this symposium were the following: (1) to present a clear picture of the Army's limited war mission, with special emphasis on its counter-insurgency mission; (2) to identify the Army's requirements for behavioral and social science research; and (3) to promote understanding of the Army's research and development efforts and coordination with the efforts of other government agencies and departments which have similar interests in counter-insurgency problems. Over 300 social scientists and military and civilian officials attended the symposium, with 50 of those participating in the program.

118. Maccoby, Michael. "Social Scientists on War and Peace: An Essay Review," Social Problems, 11 (Summer, 1963), 106-116.

In this examination of the independent social scientist and his contribution to policy analysis in the area of war and peace, the author finds that "the independent social scientist, unlike those working for the government or for research organizations under contract to one or another service, is able to question basic assumptions of policy." He goes on to show, with illustrative examples, how this has been done, through use of social science data and findings, in four relevant policy areas: (1) the nature of the Soviet threat; (2) the role of deterrence; (3) possibilities of survival after a nuclear war; and (4) the long term effects of the arms race on American society.

119. Platt, Washington. Strategic Intelligence Production: Basic Principles. New York: Frederick A. Praeger, 1957. 302 pp.

"The body of the present book points out how much intelligence production has to learn from the social sciences. On the other hand, social scientists could perhaps learn something in their turn from the point of view and methods of the humble intelligence worker as is set forth in these pages." (Preface.) Each chapter contains bibliography.

120. Pool, Ithiel de Sola, et al. Social Science Research and National Security. A Report Prepared by the Research Group in Psychology and the Social Sciences. Washington, D. C.: Smithsonian Institution, 1963. 261 pp.

The central question of the nine topics in this volume, prepared by the Research Group in Psychology and the Social Sciences of the Smithsonian Institution as a research planning effort for the Defense Department, is: "How can a branch of social science be produced which takes upon itself a responsible concern for national security matters, and how can talented individuals from within social science be drawn into this area?" (Pool.) Authors address themselves to "those research-oriented members of the military establishment (and related governmental agencies) who engage in strategic policy planning and, . . . those social scientists who have special techniques to supply tested, new concepts and information needed for more effective policy planning in the future." (Foreword.) See particularly "Some Implications of the Volume" by Ithiel de Sola Pool, which contains 17 references, and "The Intelligence Function" by Klaus Knorr, which discusses intelligence work and the social sciences including 39 references. The latter appears as No. 112 in this bibliography.

121. Project RAND, Conference of Social Scientists, September 14-19, 1947 in New York. Santa Monica, California: The RAND Corporation, June 9, 1948. (R - 106.) 334 pp.

A verbatim record of a conference held in conjunction with the initiation of a research program in the social sciences forming part of Project RAND. Most of the participants were leading scholars in the social sciences. The conference was organized into twelve panels, which were grouped into five committees: Psychology and Sociology, Political Science, Economics, Intelligence and Military Affairs, and Research Methods, Organization and Planning. Several hundred proposals for research projects having relevance to policy in the area of national security were reviewed by the participants making this one of the most comprehensive discussions found in the open literature of research needs in international and military policy. Each project is presented in capsule form; this includes a short description of major variables to be studied, methods to be used and the utility of the findings for the execution of pertinent policy functions.

122. Russell, Roger W. "Roles for Psychologists in the 'Maintenance of Peace,'" The American Psychologist, 15 (February, 1960), 95-109.

The Executive Secretary of the American Psychological Association presents an analysis of psychological components of the values and practices underlying the "maintenance of peace" with suggestion for more extensive study and thought about these components. He outlines the following four general categories of action as open to interested psychologists: (1) search for psychological components; (2) summarizing and integrating current information; (3) research; and (4) application of current knowledge and skills.

123. Snyder, Richard C., and Robinson, James A. National and international Decision-Making: Toward a General Research Strategy Related to the Problem of War and Peace. [n.d.:n.p.] 228 pp.

Part of the Institute for International Order series on needed research in the social sciences having a bearing on problems of war and peace. The authors stress research on decision-making processes and products as an important way of assessing where social science knowledge should be infused in order to have maximum impact. The volume includes an inventory of past and current research in the area of decision-making on the basis of which the authors make suggestions regarding needed research projects (a total of 55). The role of the social sciences in policy-making is the object of three specific projects: (1) Project 28: "The Role of Outside Experts and Consultants"; (2) Project 54: "An Inquiry into the Intellectual Processes of Foreign Policy-Making"; and (3) Project 55: "Knowledge and Action." Extensive bibliographic references.

124. Williams, Benjamin H. "Science and Policy: Social Science and International Politics: A Review and a Suggestion," Social Science, 36 (October, 1951), 247-253.

A discussion of the applicability of social science theories, concepts and methods to the field of international politics, especially the handling of international crises. The author finds that unilateral use of the scientific method in foreign policy would not solve international problems and proposes an international conference of social scientists.

125. Windle, Charles and Vallance, T. R. "The Future of Military Psychology: Paramilitary Psychology," The American Psychologist, 19 (February, 1964), 119-129.

A penetrating analysis of the future of military psychology in which the authors predict "a trend away from emphases on human components for hardware systems toward emphases on human components of social systems, and an increase in the study of human interaction and communication across cultural boundaries." (Summary.) The authors, both with the Special Operations Research Office, American University, suggest that these shifts will involve a significant increase in research on such psychological aspects of nation building as persuasive communication, diffusion of innovations, and political behavior. Extensive bibliographic references.

PART V. SOME THEORETICAL PERSPECTIVES ON THE ROLE OF SOCIAL SCIENCE KNOWLEDGE IN PUBLIC POLICY

In this Part, the role of social science in public policy is related to a broader set of issues than those treated in previous Parts. The perspectives applied involve considerations of the broad societal framework in which social science knowledge is developed and applied, of the nature of basic as distinguished from applied social knowledge, and of the processes and practices of decision-making as it relates to use of knowledge. In these writings, the subject areas are commonly given a normative or descriptive theoretical treatment.

Part V contains the following subsections:

(1) The Role of Values in Applied Social Science.

Writings examining norms and practices in respect to the value content of applied social science and policy.

(2) The "Sociology of Knowledge" Perspective.

Writings having as a common frame of reference that they link the role of social science knowledge in society to the social roles of the bearers and recipients of such knowledge.

(3) Translating Basic into Applied Social Science

The particular characteristics distinguishing basic from applied social science are examined with particular reference to the mechanisms whereby basic social science knowledge can be put to use in an applied setting.

(4) The Function of Knowledge in Decision-Making Processes.

This section includes selected writings containing theoretical frameworks for the analysis of decision-making practices. This includes primarily those writings containing categories which would be useful for examining the role of knowledge or "intelligence" in decision-making.

V.1. The Role of Values in Applied Social Science.

126. Benne, Kenneth D., and Swanson, G. E. (Issue eds.). "Values and the Social Scientist," The Journal of Social Issues, 6 (1950), 82 pp. (Whole issue.)

A symposium organized around a paper by George Geiger, Professor of Philosophy at Antioch College, with commentaries by economists, psychologists, philosophers, and a theologian. Contributions of particular relevance are: the editors' "Introduction" in which the central topic is related to the three major roles of scientists--researcher, expert consultant, and citizen; Bruce Raup's "Choice and Decision in Social Intelligence" and Ronald Lippitt's "Action-research and the Values of the Social Scientist."

127. "The Freedoms and Responsibilities of Social Scientists," Social Problems, 1 (January, 1954), 77-102.

Collected under this heading are: (1) a revised version of the panel discussion, Challenges to the Freedom of Sociologists held at the annual meeting of the Society for the Study of Social Problems, Berkeley, August 29-September 1, 1953; and (2) articles contributed by sociologists. Among these latter are two that discuss aspects of the central topic with particular relevance to applied research situations--Arnold M. Rose's "The Social Responsibility of the Social Scientist" and S. M. Miller's "The Choice of Research Projects."

128. Jacob, Philip E., and Flink, James J. "Values and their Function in Decision-Making: Toward an Operational Definition for Use in Public Affairs Research," The American Behavioral Scientist (Supplement), 5 (May, 1962). 38 pp. (Whole issue.)

This monograph sets down the conceptual framework for a program of research on Social Values and Public Policy undertaken by the Political Science Department of the University of Pennsylvania. The paper delineates the properties and functions of values as policy-determinants and deals briefly with other determinants, such as beliefs and impulses. The paper also includes a Biographical Classification Scheme to be used for materials being collected by research workers.

129. Weber, Max. The Methodology of the Social Sciences. Translated and edited by Edward A. Shils and Henry A. Finch. Glencoe, Ill.: The Free Press, 1949. 188 pp.

Methodological essays written in the years between 1903 and 1917. Of particular interest here is, "The Meaning of 'Ethical Neutrality' in Sociology and Economics" which, according to the foreword (by E. A. Shils) "was directed towards the social scientists in universities who made assertions about the right ends of policy in the name of their scientific or scholarly disciplines; it was intended to clarify the ways and the extent to which statements about policy could be based on scientific knowledge." Note also, "'Objectivity' in Social Science and Social Policy."

V.2. The "Sociology of Knowledge" Perspective.

130. Keckskemeti, Paul. Sociological Aspects of the Information Process. (P-430.) Santa Monica, California: The RAND Corporation, September 8, 1953. 32 pp.

An important attempt to formulate a theory of a particular aspect of the "sociology of knowledge," that dealing with the sociological determinants of knowledge defined as beliefs. Key roles in the transmission and valuation of knowledge are identified and related to postulates and hypotheses regarding the properties and processes making up "belief networks" in various types of societies.

131. Lynd, Robert S. Knowledge for What?: The Place of Social Science in American Culture. Princeton: Princeton University Press, 1948. 268 pp.

In these lectures, presented at Princeton University in 1938 and later turned into a book, the author links a critique of social science scope and method to the role of the social sciences in American culture. He holds that it is the "character of a culture and the problems it presents as an instrument for furthering men's purpose that should determine the problems and, to some extent, the balance of methods of social science research." The book makes a plea for improving the tools of the social sciences so that they can be used in dealing with the acute problems of the time.

132. Mannheim, Karl. Man and Society in an Age of Reconstruction. New York: Harcourt, Brace and Co., 1948. 46. pp.

"The strand in Man and Society which links it with the author's previously translated work is the conception that contemporary changes include the spheres of thought as well as the social, political, and economic worlds. . . . It implements the ascention to a perspective outside of conflicting ideologies because it situates them as features of understood social processes. Thus, it formulates live problems answerable by observation and analysis out of abstract "issues" and constructs methodological controls by not merely thinking of the objects of study, but by also forming clear concepts of our ways of thinking about them." [From a review by C. Wright Mills in American Sociological Review, 5 (October, 1940), 965-969.]

133. Myrdal, Gunnar. "The Relation between Social Theory and Social Policy," The British Journal of Sociology, 4 (September, 1953), 210-242.

Opening address at the Conference of the British Sociological Association, 1953. Major part devoted to "the sociological and institutional aspects of the relation between theory and policy: the processes in society by which the social sciences have been, and are, influencing social policy, and the reactions upon the social sciences of changes in these processes."

134. Znaniecki, Florian. The Social Role of the Man of Knowledge. New York: Columbia University Press, 1940. 212 pp.

Classical work in the sociology of knowledge which views the systems of knowledge studied not normatively but as "empirical realities, trying to reach by their comparative analysis theoretic generalizations about them." Having established his method, the author applies it to the central question: "Are the systems of knowledge which scientists build and their methods of building them influenced by the social patterns with which scientists are expected to conform as participants in a certain social order and by the ways in which they actually realize those patterns?"

V.3. Translating Basic into Applied Social Science

135. Gouldner, Alvin W. "Explorations in Applied Social Science," Social Problems, 3 (January, 1956), 169-181.

First part includes important hypotheses and generalizations regarding differences between basic and applied research in terms of concepts, methodology and theory. The author--professor of sociology at Washington University--observes, for instance, that "the applied social scientist presently makes use of the concepts (*italics*) rather than the generalized propositions of pure social science" and contends that "the needs of an applied social science . . . are not met by all models of present-day pure theory." Second part outlines two models for the aims and roles of applied social science--a clinical and an engineering--and discusses differences between the two. 28 bibliographic references.

This article appears also in Alvin W. Gouldner and S. M. Miller (eds.). Applied Sociology: Opportunities and Problems. New York: The Free Press, 1965. pp. 5-22.

136. Gouldner, Alvin W. "Theoretical Requirements of the Applied Social Sciences," American Sociological Review, 22 (February, 1957), 92-102.

Revised version of paper read at the annual meeting of the Eastern Sociological Society in May, 1956. The author bases his discussion on a "model" of the value-orientation of the applied social scientist, and proceeds to identify the theoretical and conceptual needs of applied social science. Among these are: (1) the establishment of criteria which would aid in selecting variables that not only have "predictive potency" but are also "accessible to control"; and (2) the development of models of systems analysis which would "forewarn the applied social scientist . . . that a change in one part of the system may yield unforeseen and undesirable consequences in another part"

This article was reprinted and appears in Warren G. Bennis, et al. (eds.). The Planning of Change: Readings in the Applied Behavioral Sciences. New York: Holt, Rinehart and Winston, 1961. pp. 83-96.

137. Guetzkow, Harold. "Conversion Barriers in Using the Social Sciences," Administrative Science Quarterly, 4 (June, 1959), 68-81.

Presents in schematic form "the process of converting general knowledge to a form useful for making predictions in concrete situations, guiding action toward the realization of specific desired ends. The strategic implications of the schematization are then developed, especially as they mirror the differences between technology and science." In this latter phase the author places emphasis on the role of the "middleman" or social engineer and presents arguments for a better differentiation and an expansion of this function.

138. Hauser, Philip M. "Social Science and Social Engineering," Philosophy of Science, 16 (July, 1949), 209-218.

A contributor to the Philosophy of Science symposium on "Applied Social Research in Policy Formation," the author, Professor of Sociology at the University of Chicago, proposes distinctions between pure research, applied research and social engineering, and gives reasons for them. Insists that the functions of conducting research on the one hand, and giving advice or otherwise participating in policy decisions on the other, be regarded as "diverse functions to be achieved through a division of labor, the former by the social scientist and the latter by the social engineer."

139. Helmer, Olaf. Social Technology. Santa Monica, California: The RAND Corporation, February, 1965. (P-3063.) 40 pp.

Both affluent and developing countries are faced with immense social problems the solution of which presents an unprecedented challenge for the social sciences. The author argues that one cannot afford to wait until satisfactory, well-tested theories of human relations are available. He argues as an alternative, "a reorientation of some of the effort in the social science area toward social technology, employing operations-research techniques." The paper outlines the content and implications of such a reorientation.

140. Ostrom, Vincent. "Knowledge, Science and Policy." The American Behavioral Scientist, 4 (January, 1961), 30-32.

Professor of the University of California at Los Angeles discusses relations between knowledge and action and suggests that the extension of knowledge opens new possibilities for action and creates a problem of decision-making. This naturally introduces an ever-greater dependence on administrative science. Science and "politics" thus tend to grow closer together.

141. Zetterberg, Hans L. Social Theory and Social Practice. New York: The Bedminster Press, 1962, 190 pp.

Professor of Sociology at Columbia University sets forth a program of applied social theory for use in social service organizations. Suggests that applied sociology should proceed from the client's problem to something very abstract--theoretical problems and theoretical solutions--and then back to the client's problem with a practical solution. Chapter 1 presents the problem. Chapters 2 and 3 deal with the knowledge of "social practitioners" and social theorists respectively. Chapter 4 discusses the practical use of social theory through scholarly consultations. Chapter 5 deals further with the uses of consultations.

V.4. The Function of Knowledge in Decision-Making Processes.

142. Braybrooke, David, and Lindblom, Charles E. A Strategy of Decision: Policy Evaluation as a Social Process. New York: The Free Press of Glencoe, 1963. 268 pp.

A collaborative effort by a professor of economics (Lindblom) and a professor of philosophy (Braybrooke), this book discusses discrepancies between ideal conceptions of policy analysis and actual practices. Provides the most exhaustive treatment of Lindblom's theory of disjointed incrementalism presented as a construct which most closely parallels the actual practices of successful policy analysts. The illustrations are by no means restricted to the field of economics but taken from the other social sciences as well.

143. Hammond, Paul Y. "Foreign Policy-Making and Administrative Politics," World Politics, 17 (July, 1965), 656-671.

This article by a member of the staff of the RAND Corporation deals with the relation between two approaches to policy-making in a discussion primarily confined to United States foreign policy. The two approaches which constitute a major issue in the study of policy-making are "whether one should seriously rely upon the development and skillful application of a satisfactory set of tools for analyzing and making policy, or whether the analysis of policy-making should be confined predominantly to describing the political process of policy-making." (Underlining added.)

144. Lasswell, Harold D. The Decision Process: Seven Categories of Functional Analysis. College Park, Maryland: Bureau of Governmental Research, College of Business and Public Administration, University of Maryland, 1956. 23 pp.

In this printed version of a lecture given at the University of Maryland, the intelligence function is presented as one among seven categories of functions used for analyses of decision processes. The author points out that "the intelligence function has received relatively little systematic treatment" and suggests promising lines of inquiry.

Reprinted in Nelson W. Polsby et al., (eds.). Politics and Social Life: An Introduction to Political Behavior. Boston, Mass.: Houghton Mifflin Co., 1963. pp 93-106.

145. Lasswell, Harold D. The Future of Political Science. New York: Prentice Hall, Inc., 1963. 256 pp.

In this book the author assesses the adequacy of political science as a tool for problem-solving in Federal, State and local governmental bodies. His seven functions or stages of decision process are the frame of reference. These are used parallel with a classification of intellectual tasks in problem-solving. In a series of chapters the author discusses the extent to which the present knowledge of political science and political scientists is adequate for handling the intellectual tasks presented at each stage of the decision process and makes recommendations for improving the substantive content and the method of the discipline. Each chapter is followed by extensive notes and bibliographic references.

146. Lasswell, Harold D. "The Relation of Ideological Intelligence to Public Policy," Ethics, 53 (October, 1942), 25-34.

Proceeding from a broad view of the intelligence function and its relation to policy, the author focuses more narrowly on the nature and function of ideological intelligence. Discusses the role of ideological intelligence--meaning "facts about the thoughts, feelings and conduct of human beings" --in relation to democratic ideals and the contribution of the social sciences in providing such intelligence, especially through use of opinion polling and surveys.

Reprinted in Harold D. Lasswell, Analysis of Political Behavior: An Empirical Approach. London: Kegan Paul, Trench, Trubner & Co., 1947. pp. 120-131 and in Daniel Lerner, (ed.), Propaganda in War and Crisis. New York: George W. Stewart, Inc., 1951. pp. 55-69.

147. Lindblom, Charles E. "Policy Analysis," The American Economic Review, 48 (June, 1958), 298-312.

In seeking to formalize methods for policy analysis, the author first clarifies the characteristic procedures of the "conventional" method of policy analysis. He then proceeds to describe in detail a contrasting method in which is found (1) relatively less reliance on theory; (2) a partial or fragmented view of the important variables; (3) a close intertwining of the search for values and the search for facts; and (4) no policy presumption of the kind employed in the conventional method.

148. Lindblom, Charles E. "The Science of 'Muddling Through,'" Public Administration Review, 24 (Spring, 1959), 79-88.

A significant theoretical formulation of decision-making processes in which the "rational comprehensive method" of arriving at policy decisions is contrasted to the method of successive limited comparisons or "incremental method." Discusses the type of knowledge--theory, on the one hand, comparative analysis of effects of policies, on the other--required by each approach.

Reprinted in Nelson W. Polsby et al., (eds.), Politics and Social Life: An Introduction to Political Behavior. Boston, Mass.: Houghton Mifflin Co., 1963. pp. 339-348.

149. Lippmann, Walter. Public Opinion. New York: Penguin Books, 1946. 323 pp.

The general subject is public opinion formation and control with particular reference to the First World War and the immediate postwar era. Part VIII (Organized Intelligence) contains a discussion of the role of expert knowledge and advice in government opinion formation and decision-making carried out in the framework of Merriam's Great Society. Includes suggestions for the setting up of government intelligence bureaus where the gathering of knowledge would be separate from policy-making functions.

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13. ABSTRACT

This is a bibliography of selective materials pertaining to the role of social science research in international and military policy and operations since the beginning of World War II. The bibliography lists 150 references to books, articles and reports, all of which are part of the open literature. The references are annotated. The report also contains an Introduction which discusses the purpose of the bibliography, its scope, the sources from which the works cited are drawn and some limitations of the available literature.

The bibliography is divided into five parts. Part I lists general works discussing the role of social science research in public policy. Part II lists works which show the trends in the relationship of government and the social science community in the area of international and military affairs since the beginning of World War II. Parts III and IV list literature which suggests some analytic categories to be used in studying social science research and international and military policy. Part V, finally, contains writings which give a theoretical perspective on the roles of applied social science.

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